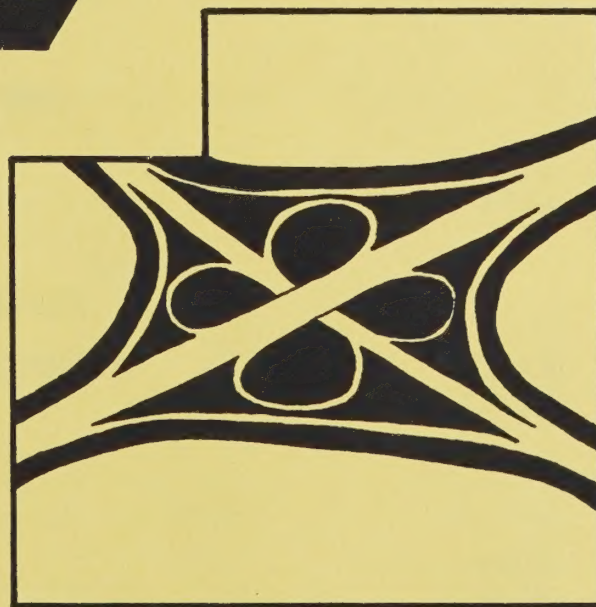
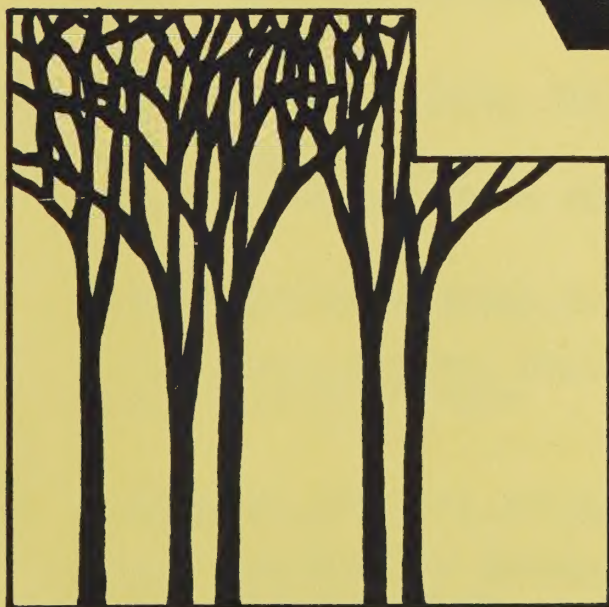
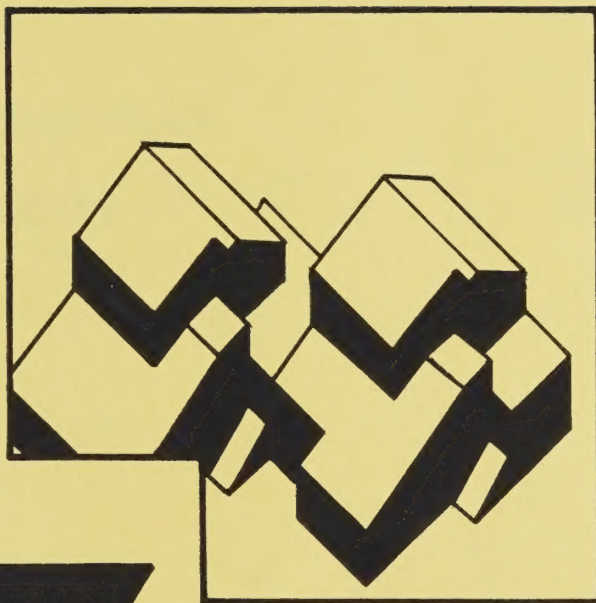



97 00397



INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

APR 11 1997

UNIVERSITY OF CALIFORNIA



Digitized by the Internet Archive  
in 2025 with funding from  
State of California and California State Library

<https://archive.org/details/C124916827>

# WEST COVINA GENERAL PLAN

## TABLE OF CONTENTS

	<u>PAGE</u>
<u>INTRODUCTION</u>	1
 I. <u>PLAN FOR PHYSICAL DEVELOPMENT</u>	
1. LAND USE ELEMENT	I/1
2. ECONOMIC DEVELOPMENT ELEMENT	I/2
 II. <u>PLAN FOR THE LIVING ENVIRONMENT</u>	
1. HOUSING ELEMENT	II/1
2. HUMAN RESOURCES ELEMENT	II/2
 III. <u>PLAN FOR THE NATURAL ENVIRONMENT</u>	
1. ENVIRONMENTAL QUALITY ELEMENT	III/1
2. SAFETY ELEMENT	III/2
 IV. <u>PLAN FOR PHYSICAL MOBILITY</u>	
1. CIRCULATION ELEMENT	IV/1
2. NOISE ELEMENT	IV/2
3. DESIGN ELEMENT	IV/3
 <u>APPENDIX</u>	

## LIST OF EXHIBITS\*

<u>EXHIBIT NO.</u>	<u>TITLE</u>	<u>PAGE</u>
1	Regional Setting Map	6
2	Chain of Events in West Covina's History	8
3	West Covina Population Growth Chart	9
I/1-A	Residential Density Classifications	I/1-3
I/1-B	Population/Dwelling Unit/Density Category	I/1-4
I/1-C	Projected Population	I/1-6
I/1-D	CBD	I/1-9
I/1-E	Eastland	I/1-10
I/1-F	Area Plan Areas	I/1-16
III/1-A	Park and School Map	III-1-5
III/2-A	Seismic Hazards	III/2-5
III/2-B	Design Criteria for Land Uses	III/2-6
III/2-C	Fire and Flooding Hazards	III/2-11
III/2-D	Natural Hazards Responsibility	III/2-15
IV/1-A	Circulation Plan	IV/1-4
IV/1-B	Traffic Volumes	IV/1-5
IV/2-A	A-Weighted Sound Pressure Levels	IV/2-4
IV/2-B	Ambient Noise Levels	IV/2-5
IV/2-C	Outdoor community Noise Equivalent Levels	IV/2-6
IV/2-D	Criteria for Land Use Suitability	IV/2-7
IV/2-E	CNEL Noise Contour Map	IV/2-11

\*Refer to Housing Element Section for list of Housing Element Exhibits and Tables.

# THE GENERAL PLAN, 1985

## REVISIONS

### REVISIONS TO THE CITY OF WEST COVINA GENERAL PLAN ADOPTED BY THE FOLLOWING RESOLUTIONS:

RESOLUTION 8719 - AUGUST 12, 1991

DESIGN ELEMENT

Resolution No. 9174 - February 6, 1995

HOUSING ELEMENT\*

RESOLUTION 7807 - SEPTEMBER 9, 1985

LAND USE ELEMENT

ECONOMIC DEVELOPMENT ELEMENT

HUMAN RESOURCES ELEMENT

ENVIRONMENTAL QUALITY ELEMENT

SAFETY ELEMENT

CIRCULATION ELEMENT

NOISE ELEMENT

\* The 1990 Housing Element Revision represents the most current City information with respect to land use statistics and demographic figures and supercedes all other references thereto contained in the General Plan.



# THE GENERAL PLAN: 1985

## PREFACE

This document represents West Covina's third formal review of the General Plan in 23 years, the original Plan having been adopted in 1962. The first review of the Plan in 1968-1969 resulted in the adoption of an overly large planning area and some extremely ambitious, perhaps unrealistic planning goals and land use proposals. In the revision of 1977 the Plan was modified to reflect the more logical future limits of the City and direction of development. The 1977 Plan also eliminated the ill-fated Huntington Beach Freeway and its related impacts, and toned down the plans for intensification of land use within a wide corridor along both sides of the San Bernardino freeway, conforming more to existing zoning and land use.

This update is not meant to be a complete revision in the sense that the 1977 Plan was. Many of the goals and policies of the 1975 Citizen's Committee are still valid; others have been met or implemented and no longer need to be stated in the Plan. Those that are still attainable are re-emphasized.

However, the Plan is out of date in many respects, and new issues have come before the City that demand attention. This update will provide new tools with which to accomplish both new and old goals. Following are some of the changes being made within the Plan.

During the last eight years the land Use Map has been amended ten times, including a large portion of the City comprising the West Side Area Plan. In addition there are certain inconsistencies between existing land use, zoning and the General Plan. A new Land Use Map will indicate the amendments and bring about the necessary consistencies. Two new elements, the Human Resources and Economic Development Elements, have also been added.<sup>1</sup>

Several new issues have been added to their respective elements, including but not limited to, the use of surplus school sites, mixed uses and development along the freeway. A "Planned Development" designation has been added to the Land Use Map to become available when their present uses have been discontinued, such as vacant school sites and the BKK landfill. The tool implementing this will be in the nature of a "specific plan zone."

Finally, mention of the senior citizen's housing ordinance, which allows for higher densities for senior citizen projects while still being consistent with the General Plan, is made.

---

<sup>1</sup>Since the 1985 update, the Housing Element was revised in 1995 and a Design Element was adopted in 1991.



## INTRODUCTION

### AUTHORITY

Section 65300 of the California Government Code requires every city to adopt a comprehensive, long-term general plan for the physical development of the community. Section 65302 of the Government Code lists the elements that cities must include in their general plans and Section 65303 notes that optional elements may be included in the plan. The 1977 Plan included the nine elements that were required at that time. Subsequently, the Scenic Highway and Seismic Safety Elements were removed from the list of mandatory elements, but will continue to be handled as optional elements. Two more optional elements -- Economic Development and Human Resources -- have been added. The State advises that the entire plan should be thoroughly reviewed at least every five years and revised as necessary to "reflect new conditions, local attitudes and political realities."

### ORGANIZATION OF TEXT

The organization of this text differs slightly from the 1977 Plan in that, following the Preface and Introduction, the eight elements are divided into four plan sections. This allows like elements to be grouped together. Each of the elements have their own chapter and, except for the Housing Element, are subdivided into the following sections: Abstract, Authority and Scope, Introduction, Goals, General Policies and Implementation. In order to aid the reader in differentiating policies from text, policies within each element have been numbered and printed in upper case letters. The text concludes with an appendix. The new format of this Plan allows each element to be reviewed and amended on an individual basis as necessary without affecting the other elements and without having to rewrite the entire Plan.

Due to the fact that the Housing Element is subject to a more stringent review process, it has not been written in the above described format.

### CONSISTENCY WITHIN THE PLAN

The elements of a general plan are all related and interdependent. Together, the elements of the plan provide the policy framework to direct future development in such a way that it will better serve the needs of the community and the people that reside there.

In the preparation of or amendment to a general plan, the extent of this interrelationship is a key determination.

For example, the Safety and Seismic Safety Elements, by defining areas which are suitable or not suitable for urbanization or development of a particular type, become key inputs with respect to open space, conservation, land use and circulation. Furthermore, the nature of the Conservation Element will offset the open space pattern and this in turn would affect the nature of the land use plan and circulation system. The Housing Element, because it deals primarily with the socio-economic characteristics of the population as they relate to characteristics of the housing stock, dictates the location and intensity of residential uses and, therefore, will have a significant impact on the Land Use and Circulation Elements. The Scenic Highways Element has a direct effect on the Circulation Element with respect to aesthetics or urban design. The Noise Element, by delineating the locations of noise generating activities, provides important limitations on the pattern of land use and circulation. The new Economic Development Element is also directly related to land use and circulation, and the new Human Resources Element deals with the problems of the aged, handicapped and lower income segments of the population, as does the Housing Element.

#### PURPOSE OF THE PLAN

West Covina is first and foremost a municipality with a respected reputation and cherished environment. However, these qualities are not necessarily permanent. They can diminish and disappear as they have in many other once fine communities.

West Covina can protect its qualities, and improve its character over the years only if its citizens and their representatives maintain a continuous determination to accomplish this purpose. It is the intent of the General Plan, with its elements, to lay out a program to assist community leaders in the achievement of this objective.

What occurred in the past has made West Covina what it is today. What occurs today and tomorrow will determine the quality of the West Covina of the future.

The General Plan is, therefore, a program of action implemented through City policies and procedures backed by the participation and support of the residents of the community. The recommendations are directed in their entirety toward achieving two underlying goals:

1. TO ENHANCE AND MAINTAIN A FINE RESIDENTIAL COMMUNITY, COMBINED WITH AN ECONOMICALLY HEALTHY AND VIABLE COMMERCIAL COMMUNITY, UNCLUTTERED AND UNCONGESTED, INCLUDING ALL THE FACILITIES NECESSARY TO ACCOMPLISH THIS GOAL.
2. TO CONTINUOUSLY REFINE AND IMPROVE THE PHYSICAL, ECONOMIC AND SOCIAL ENVIRONMENT OF WEST COVINA TO ASSURE THAT IT CONTINUES TO BE A BEAUTIFUL AND WELL-ORDERED COMMUNITY, STRIVING FOR THE HIGHEST QUALITY IN ITS FACILITIES, AMENITIES AND PHYSICAL APPEARANCE.

Because municipal activities range through many areas of community life, City officials, as well as residents, businessmen and workers have an increasing responsibility and involvement in the activities of the City.

The services of the City and others, to be effective and economical, must be based on community goals and policies which form the core of any General Plan. John Kenneth Galbraith clearly states this in "The Affluent Society".

"In the world in which man resides, his four most urgent requirements are food, clothing, shelter and an orderly environment in which the first three might be provided. The first three lend themselves to private production; given good order, this process has gone forward with tolerable efficiency. But order, which is the gift of government, has been nearly always supplied with notable unreliability. The goal of nineteenth century thinking was a government which did provide order reliably and inexpensively and which did as little as possible else. However, once a society has provided itself with food, clothing and shelter, all of which so fortunately lend themselves to the realm of private enterprise, its members begin to desire other things. They must be provided for everyone if they are to be provided for anyone and they must be paid for collectively or they cannot be had at all. Such is the case with streets, schools, sewers, police, the general advantages of mass literacy, sanitation, and the common defense. There is a possibility that the services which must be rendered collectively increase more than proportionately increasing wealth."

#### PLANNING PROCESS

The process used to create the elements found within this text originally included extensive citizen involvement, supported by a great deal of research and City inter-departmental cooperation.

A key to the process was citizen participation. In June 1975, a citizens' policy conference, attended by over seventy persons, was held. Its purpose was to formulate a policy plan which would serve as the foundation for the completion of the updating of the General Plan.

At the conference, attendees were divided into five subcommittees exploring the following topics:

- Population characteristics
- Housing
- Land Use
- Circulation
- Open Space

The basis for discussion in these areas was derived from a Community Analysis which had been undertaken prior to the conference. This analysis of 3% of the City's households provided an initial probe into the City and a preliminary identification of issues.

The citizens' policy conference developed policy statements which were later adopted by the City Council after public hearings and refinements. These statements are the core of the policy plan adopted in 1977.

## COMMUNITY BACKGROUND

The City of West Covina is a relatively new city, now a little over sixty years old, but with the major growth and development having occurred during the last thirty years.

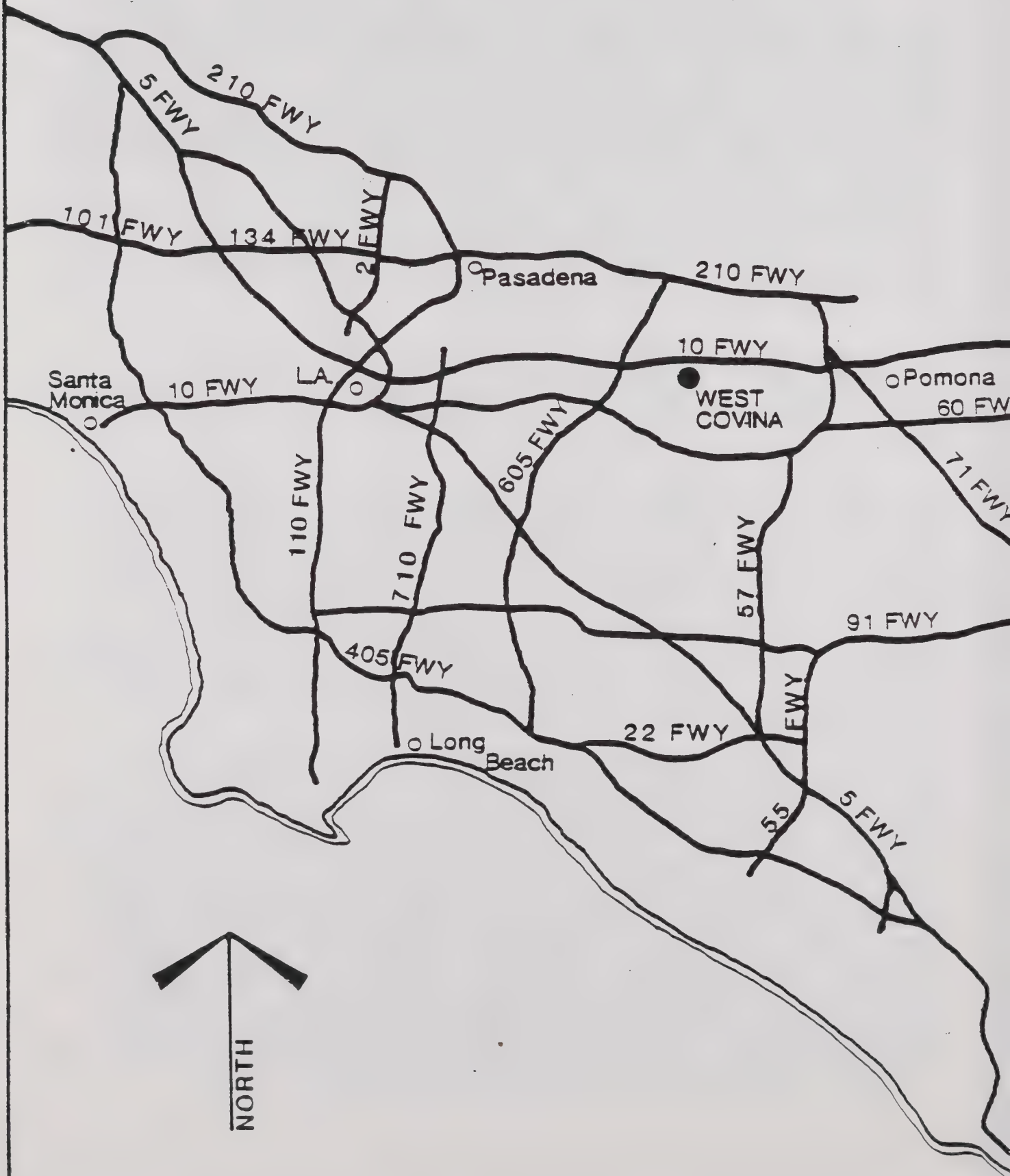
Settlement first occurred in what is now West Covina in 1905. Good alluvial soils, a mild climate and adequate water supply provided a fine agricultural environment for the growing of walnut trees, wheat, truck crops and citrus. As the agricultural community grew, such streets as Service, Orange, Cameron, Vine, Irwindale and Merced Avenue were developed to provide access and circulation. In the early days the center of the town's activity focused on Orange Avenue just south of Garvey Avenue and consisted of a general store and a blacksmith shop. Interestingly enough, West Covina was one of the few agricultural towns in Southern California during this period that didn't owe its inception to the railroad. Most other rural towns in California developed along the Southern Pacific and the Santa Fe rail lines.

During the ensuing years the area grew very slowly, maintaining its rural, small-town character. In 1923 the residents incorporated in order to gain the political autonomy necessary to prevent Covina from establishing a sewage disposal plant in the area.

The population of the City at this time was 500. The building boom that affected much of Southern California in the 1920's did not impact West Covina. A slow rate of growth continued despite recognition in 1929 by the Los Angeles Regional Planning Commission, among others, of the many factors that could make West Covina "the outstanding City in the entire Valley." The global events that followed, the Depression and World War II, prolonged the City's slow growth pattern for the next 15 years. Indeed, even as late as 1945, the population of the City was only 1,621 people. However, during the next several years, West Covina was to undergo tremendous change.

The huge influx of people migrating into Southern California during the 1950's had a profound effect upon the region in general, and West Covina in particular. This growth thrust out radially from the Los Angeles area along the major automobile thoroughfares. The construction of the San Bernardino Freeway along the Garvey Avenue alignment (Highway 99) in 1954 served as a catalyst for growth. For the next several years West Covina became the fastest growing City in the nation. Nearly 13,000 residential units were constructed in West Covina during this decade. The population increased more than tenfold, climbing to just over 50,000 residents by 1960. The growth from 1960 to date, although not nearly as spectacular as during the 1950's, has none the less been substantial. The pace of this growth ebbed and flowed with the business and building cycles, and today the City's population is approximately 90,000.

# REGIONAL SETTING



The exhibits that follow highlight the City's growth from incorporation in 1923 to date. These exhibits include a chain of events in West Covina's history and West Covina's population through the years.

### GOVERNMENTAL STRUCTURE

West Covina is a general law City operating under provisions of the State Constitution and Statutes. Five councilmen are elected at large for staggered four years terms. The mayor is elected by the council from its members. The City Treasurer and City Clerk are the only other elected officials of the City.

Activities of the City government are coordinated and administered by the City Manager.

Various commissions and boards serve as technical advisors to the City Council, among them are:

1. Planning Commission
2. Personnel Board
3. Recreation & Parks Commission
4. Human Resources Commission
5. Transition/Waste Management Commission

The first zoning ordinance for the City was adopted in 1948, and the last major revision occurred May 25, 1977, when the City Council adopted a new zoning ordinance for the City of West Covina. This new zoning ordinance, based on the General Plan, meets the State requirement of Government Code Section 65850 that the zoning ordinance be consistent with the City's General Plan.

### REGIONAL RELATIONSHIP

West Covina is no longer solely a bedroom community. Its location has thrust upon it some very great opportunities to become the regional center of the East San Gabriel Valley. This should not be misconstrued to mean that the concepts of "City of Beautiful Homes" and "Headquarters City" are mutually exclusive. It is this combination of a strong economically viable commercial area and high quality residential development that gives West Covina its unique position in the East San Gabriel Valley.

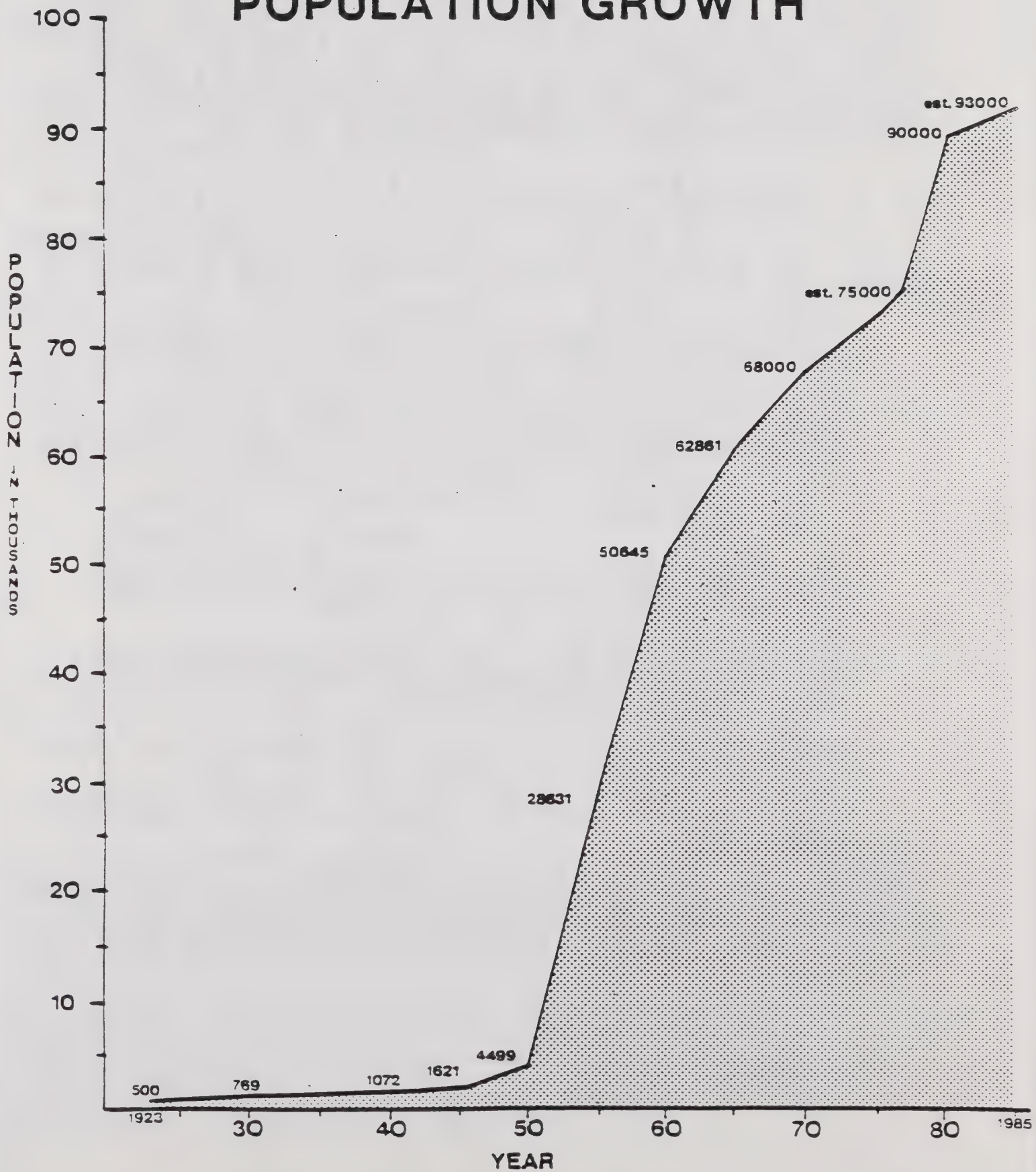
Such commercial facilities as the Fashion Plaza and the retail areas that have "spun off" from this development; Eastland Center, and Restaurant Row; the proposed Atrium and Auto Row; such regional public facilities as the Citrus Court, County Library and the Department of Motor Vehicles have given the City a regional impact of greater significance than other cities of similar size.

These facilities generate visitors to West Covina and a high level of property and sales tax revenues which enable the City to create and maintain the level of service and living environment its citizens have come to expect over the years.

# CHAIN OF EVENTS IN WEST COVINA'S HISTORY

- 1905 - The first settlers come to the West Covina area.
- 1923 - West Covina is incorporated as a City.
- 1935 - State Highway 99 (the old Garvey Avenue) was constructed along the present freeway alignment.
- 1954 - The San Bernardino Freeway (I-10) is constructed.
- 1955 - West Covina during this two to year period is the Nation's fastest growing City.
- 1957 - Eastland Shopping Center is completed.
- 1958 - 1500 acres annexed to the south of the City.
- 1962 - General Plan by Simon Eisner is adopted.
- 1969 - Present City Hall and Civic Center is completed.
- 1969 - Woodside Village Master Plan is adopted.
- 1969 - General Plan by Williams and Mocine is adopted.
- 1971 - West Covina CBD Redevelopment Project area is established.
- 1975 - Eastland Redevelopment Project Area is established.
- 1976 - West Covina Fashion Plaza is constructed as City's first indoor mall.
- 1977 - Restaurant Row is completed.
- 1977 - Updated General Plan is adopted.
- 1979 - Eastland Shopping Center adds a second major department store and is enclosed as an indoor mall.
- 1981 - First auto dealership locates in West Covina's Auto Plaza.
- 1985 - Updated General Plan is adopted.
- 1986 - Construction of Communications Center and Police Facility expansion is completed.
- 1986 - San Gabriel Valley Fire Authority is established.

# WEST COVINA POPULATION GROWTH



## OPPORTUNITIES FOR PLANNING

There are many opportunities for beneficial change in the physical structure of West Covina. These possibilities for enhancement of the community structure, improvement of economic opportunities and the protection of the environment are described in detail in the proposals contained in this text and the other elements of the General Plan, particularly in the new Economic Development Element. Each of the possibilities for future action leads directly from the conditions that now exist and are based on goals and policies previously adopted by the City.

The costs of City growth and change are difficult to enumerate. One can observe that when the City needed to meet the challenges of change it has always done so. It would be unrealistic to believe that these challenges will not be dealt with in the future. The benefits of planned growth and change can easily be enumerated.

The maintenance of excellent residential areas and the preservation of the public and private investments involved.

The provision of opportunities for growth and change in the commercial areas, introducing conditions that would attract new and desirable commercial and office activities into the City, thus increasing taxable sales and the support these revenues contribute to providing essential public services to the entire community.

Improvement of the circulation system to produce greater street capacities and reduce the congestion and danger on both local streets and major arterials.

The provision of a better relationship between the several different types of land use, thereby maintaining a stability that will sustain property values.

Provide for a beautiful city that will attract people from all parts of the East San Gabriel Valley to shop in the City's fine regional commercial areas, establish offices and purchase and rent homes at all economic levels in quality neighborhoods.

And in the total picture, to bring into being an atmosphere where construction change can come about within a City that has established long range policies that are indicative of its effort to secure the maximum of efficiency and economy in the use of its tax resources.

# LAND USE ELEMENT

## ABSTRACT

The Land Use Element contains five general goals and ten policies which are designed to provide a range of land use and serve the needs of the City. The City intends to designate and maintain land uses that will enhance the environmental, social and spatial qualities of the community.

## AUTHORITY AND SCOPE

Government Code Section 65302(a) requires that cities and counties shall include a land use element as part of the required General Plan. This requirement is intended to assure that cities and counties establish a pattern of land use and set out clear standards for the density of population and the intensity of development for each of the proposed land uses. The element is also required to identify areas covered by the plan which are subject to flooding and to be reviewed annually with respect to such areas. This element is divided into five policy sections:

- 1) Residential
- 2) Commercial and Industrial
- 3) Public Facilities
- 4) Area Plans
- 5) Socio-Economic Impact

The scope of the element is limited to the City of West Covina and those portions of Los Angeles County that are in West Covina's sphere of influence. However, in planning for land use along city boundaries, uses in adjacent jurisdictions were examined for consistency and compatibility with West Covina's land uses.

## INTRODUCTION

The Land Use Element has been called the key element of the General Plan because it is a compilation and review of the other mandatory elements and reflects other optional elements. In other words, it subsumes most of the concerns in the other General Plan elements and plays a central role in synthesizing all land use issues, constraints and opportunities.

The Land Use Element of the City of West Covina General Plan serves to establish a pattern for land use and set out clear standards for the density of population and the intensity of development for each of the proposed land uses. It includes goals, policies, implementation measures and maps which are to be used when decisions are made pertaining to land use within West Covina.

In general, the General Plan is a representation of the actual zoning and development, with little increase in density shown, if any, over earlier plans. The General Plan reflects to a large extent the fact that West Covina is a residential community. However, the Plan also identifies two major commercial cores, the Central Business District and Eastland. In sum, the plan calls for preserving the City's residential character while also providing a strong economic base.

## GOALS

The purpose of the Land Use Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

PRESERVE THE ESSENTIAL RESIDENTIAL CHARACTER OF WEST COVINA - A CITY OF BEAUTIFUL HOMES.

PROVIDE FOR A RANGE OF NON-RESIDENTIAL USES THAT WILL ENSURE A STRONG ECONOMIC BASE FOR THE CITY.

ARRANGE LAND USES WITH REGARD TO THE HEALTH, SAFETY, CONVENIENCE AND WELFARE OF THE RESIDENTS OF THE CITY.

PROVIDE, IN CONJUNCTION WITH THE CIRCULATION ELEMENT, A PATTERN OF STREETS THAT MINIMIZES THE IMPACTS OF MOTOR VEHICLES ON RESIDENTIAL NEIGHBORHOODS, WHILE PROVIDING A SAFE AND EFFICIENT MEANS OF CIRCULATION WITHIN THE CITY.

PROVIDE AND MAINTAIN, IN CONJUNCTION WITH THE OPEN SPACE ELEMENT, AN AESTHETICALLY PLEASANT ENVIRONMENT FOR THOSE WHO LIVE, WORK, PLAY AND VISIT IN WEST COVINA.

## GENERAL POLICIES

### RESIDENTIAL

The General Plan devotes the greatest area of the City for residential development. The residential land use classification as proposed by this Plan reflects a reduction in density with respect to the City's total holding capacity. These density classifications are shown in Exhibit "I/1-A".

The Southern California Association of Governments (SCAG) and State Department of Finance figures were used in calculating the projected holding capacity of the General Plan. These figures represent family unit size and percentage changes in family unit size for five-year increments to the year 2000. The resulting population projections were then applied to each of the above density classifications. The population per dwelling unit per density range of the new General Plan is shown in Exhibit "I/1-B" and projects to the year 2000.

# RESIDENTIAL LAND USE CATEGORIES

VERY LOW DENSITY RESIDENTIAL	.1 - 1.0 DWELLING UNITS/ACRE
LOW DENSITY RESIDENTIAL	1.1 - 2.0 DWELLING UNITS/ACRE
SUBURBAN DENSITY RESIDENTIAL	2.1 - 4.0 DWELLING UNITS/ACRE
LOW MEDIUM DENSITY RESIDENTIAL	4.1 - 8.0 DWELLING UNITS/ACRE
MEDIUM DENSITY RESIDENTIAL	8.1 - 15.0 DWELLING UNITS/ACRE
MEDIUM HIGH DENSITY RESIDENTIAL	15.1 - 20.0 DWELLING UNITS/ACRE
HIGH DENSITY RESIDENTIAL	20.1 + DWELLING UNITS/ACRE

# POPULATION/DWELLING UNIT/DENSITY CATEGORY\*

YEAR	VERY LOW	LOW	SUBURBAN	LOW MED.	MED. HIGH	HIGH	AVERAGE FAMILY SIZE PER DWELLING UNIT
1970	3.73	3.65	3.65	3.50	2.53	2.16	3.55
1976	3.56	3.48	3.48	3.34	2.42	2.06	3.23
1980	3.50	3.42	3.42	3.28	2.37	2.02	3.16
1985	3.47	3.39	3.39	3.25	2.35	2.00	3.10
1990	3.43	3.35	3.35	3.21	2.32	1.98	3.06
1995	3.43	3.35	3.35	3.21	2.32	1.98	3.06
2000	3.43	3.35	3.35	3.21	2.32	1.98	3.06

\* OCCUPIED AND UNOCCUPIED DUS.

These population figures were then applied to existing and proposed dwelling units based on the new General Plan map and population figures derived therefrom as shown on Exhibit "I/1-C". It is important to note that while the maximum population to be generated by the Land Use Plan densities shown was 92,543 by the year 2000, the figure is more important than the year for the following reasons:

- a. The figure was obtained by using 1970 Census data, determining family size throughout the City at each of the densities, developing an average and applying such figures to the undeveloped portions of the City.
- b. The economic variables are so extensive that the year 2000 build-out estimate may be very unrealistic. Build-out should occur much sooner.
- c. Amendments will occur which will alter densities, and, therefore, population and possibly even affect the timing of development.

In order to implement the policy plan for residential development, the Land Use Element recommends the following designations and standards for residential development.

Very Low Density Residential (0.1 - 1.0 DU/acre)

Low Density Residential (1.1 - 2.0 DU/acre)

Suburban Density Residential (2.1 - 4.0 DU/acre)

These density designations are intended to allow for large-lot subdivisions or estate-type development. Some development of this sort could be equestrian-oriented where provisions are made to protect residents and neighbors from the undesirable conditions associated with the keeping of livestock (min. lot sizes, etc.).

Low and Very Low Density Residential development, as shown on the Land Use Map, has been provided for primarily in the undeveloped eastern portion of the City known as the hillside area. This area displays a Hillside Overlay Zone that provides for the concept of density transfers, or the reduction of density for the provision of comparable amounts of open space. This overlay zone also prohibits development in areas where extreme slopes would result in excessive destruction of the natural topography. The Land Use Plan designates approximately 890 gross acres for development as Low and Very Low Residential development.

The Suburban Density Residential designation primarily includes previously developed areas of the City. In addition to retaining these single-family residential areas, effective programs should be initiated that will protect them from future deterioration. Approximately 1,050 gross acres have been designated by the Land Use Plan for Suburban Density Residential development.

1. RESIDENTIAL DEVELOPMENT IN THE HILLSIDE AREAS SHOULD BE OF A LOW DENSITY IN ADHERENCE TO THE ENVIRONMENTAL QUALITY ACT.

# PROBABLE GENERAL PLAN DEVELOPMENT

DENSITY	EXISTING DWELLING UNITS	PROJECTED NEW DWELLING UNITS	TOTAL PROBABLE DWELLING UNITS	POPULATION
VERY LOW	285	303	588	2,017
LOW	437	105	542	1,816
SUBURBAN	3,309	138	3,447	11,547
LOW MEDIUM	14,857	2,575	17,432	55,957
MEDIUM	948	1,586	2,534	8,109
MEDIUM HIGH	2,961	2,449	5,410	12,551
HIGH	276	0	<u>276</u>	<u>546</u>
TOTALS			30,229 DU*	92,543 POP.*

\* EXCLUDES 312 MOBILE HOME RESIDENTS LOCATED IN THE MF-20 AND M-1 ZONES AND 532 GROUP QUARTER RESIDENTS LOCATED IN COMMERCIAL ZONES.

### Low Medium Density Residential (4.1 - 8.0 DU/acre)

This density designation allows for the development of conventional single-family subdivision patterns being developed throughout the Southern California region. However, low density multi-family attached residential developments of the condominium-type can be accommodated in this density range as well. It is felt that such a concept being employed in future developments will permit a greater variety of dwelling unit types and price ranges and still maintain the single-family residential atmosphere. Over 3,600 gross acres have been designated by the Land Use Plan for Low Medium Density Residential development.

A substantial portion of this area is located within the Woodside Village area, a planned community development. In this area, the Low Medium Density Residential classification can incorporate zero side yard single-family developments, duplex developments, low density condominium developments, as well as the concept of clustering detached single-family dwelling units, thereby providing greater potential for innovation in residential design. The concept of clustering has been proven to be extremely successful where pedestrian walkways have been employed to connect recreation facilities, neighborhood commercial facilities, etc., and an integrated open space network.

2. THE CITY OF WEST COVINA SHOULD REMAIN A PREDOMINANTLY SINGLE-FAMILY RESIDENTIAL COMMUNITY WITH NEW DEVELOPMENT REFLECTING A PLANNED VARIETY OF ARCHITECTURAL DESIGN WITHIN EACH NEIGHBORHOOD.

### Medium Density Residential (8.1 - 15.0 DU/acre)

### Medium High Density Residential (15.1 - 20.0 DU/acre)

### High Density Residential (20.0 + DU/acre)

These density designations allow for townhouses, two- and three-family housing arrangements on single lots, and other similar forms of multiple-family housing. The typical apartment complex found within the City is also permitted within this density. In the Woodside Village area, these density designations also allow for the development of high density condominium projects. Approximately 830 gross acres within the City have been designated by the Land Use Plan for multi-family development, within these density designations.

There is a maximum opportunity for flexibility and innovation in these higher density designations; special emphasis should be placed on adequate circulation, usable open space, compatibility with surrounding land uses, adequate lighting, good building design and access to public and private facilities.

Although the General Plan has a multiple-family designation of 20.0 plus dwelling units per acre, and a corresponding zone classification of 45 units per acre is still in existence, the policy of the City has been to limit multiple-family development to 20 units per acre. The only exception to this policy is the senior citizen apartment project which allows an increase in density of up to 100% of that permitted in the zone in which it is located.

3. THE CITY SHOULD LIMIT MULTIPLE-FAMILY DEVELOPMENT TO AREAS WHERE THE PUBLIC FACILITIES CAN EASILY ACCOMMODATE SUCH DEVELOPMENT.
4. THE CITY SHOULD NOT REZONE PROPERTY TO HIGH DENSITY MULTIPLE-FAMILY (MF-45).
5. THE CITY SHOULD CONTINUE TO ASSURE THAT RESIDENTIAL DEVELOPMENT CONFORM TO THE POLICIES AND ACTIONS SPECIFIED IN ITS HOUSING ELEMENT.

#### COMMERCIAL AND INDUSTRIAL

The General Plan has designated two major commercial cores for intense regional commercial activity. While these commercial cores were previously proposed by the 1969 plan as one large core, they were modified to the present concentration of two smaller cores.

The first core, commonly referred to as the Central Business District, contains nearly 2.5 million square feet, which is the largest commercial concentration in the East San Gabriel Valley. The CBD is generally bounded by the San Bernardino Freeway, Glendora Avenue and Cameron Avenue (See Exhibit "I/1-D").

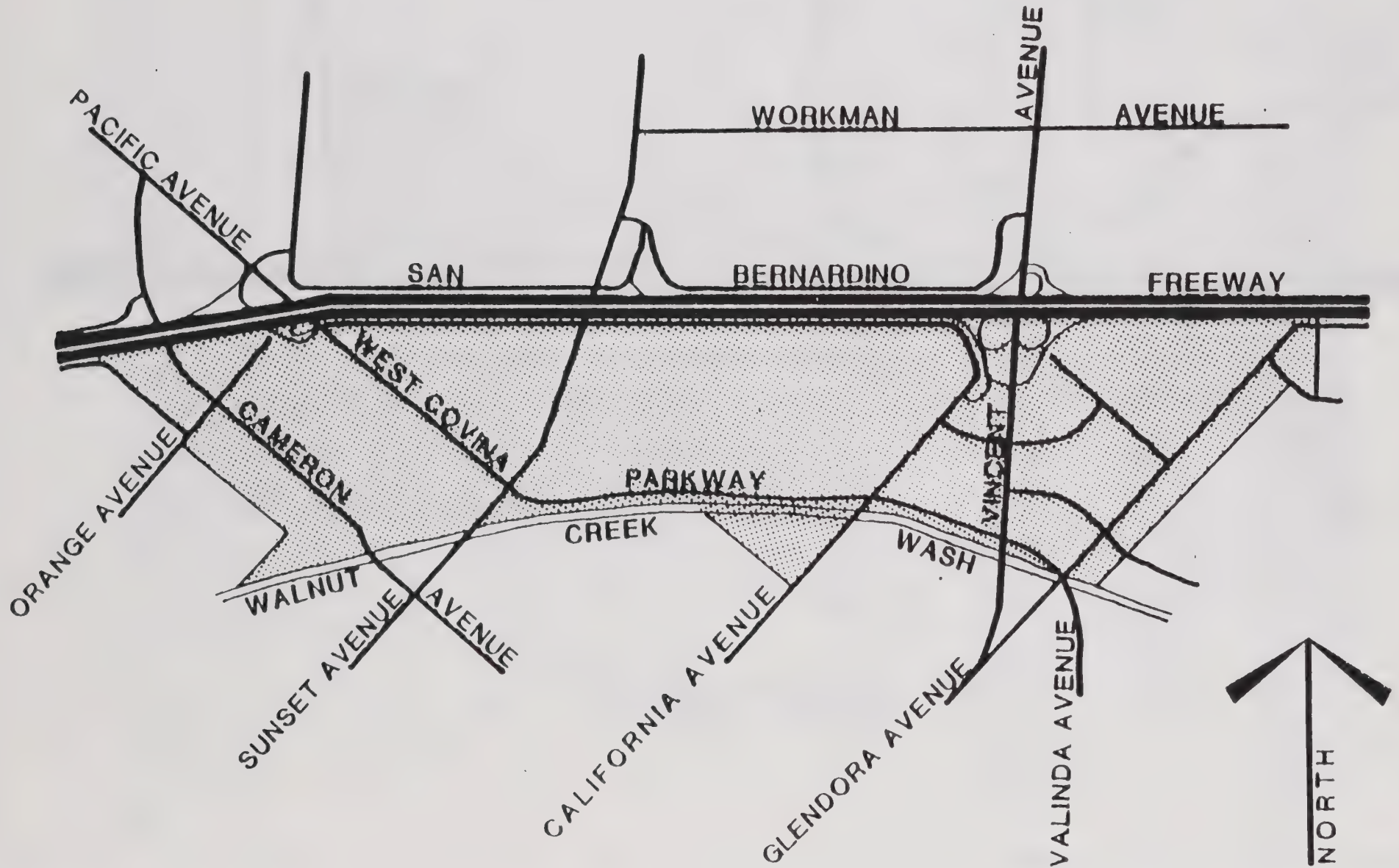
The opportunities for developments in the Central Business District are almost unlimited. A key area within the Central Business District is Glendora Avenue and its immediate vicinity. An Area Plan for this area should be undertaken as soon as possible.

The second core area bears the name of the regional shopping center located within it, Eastland.

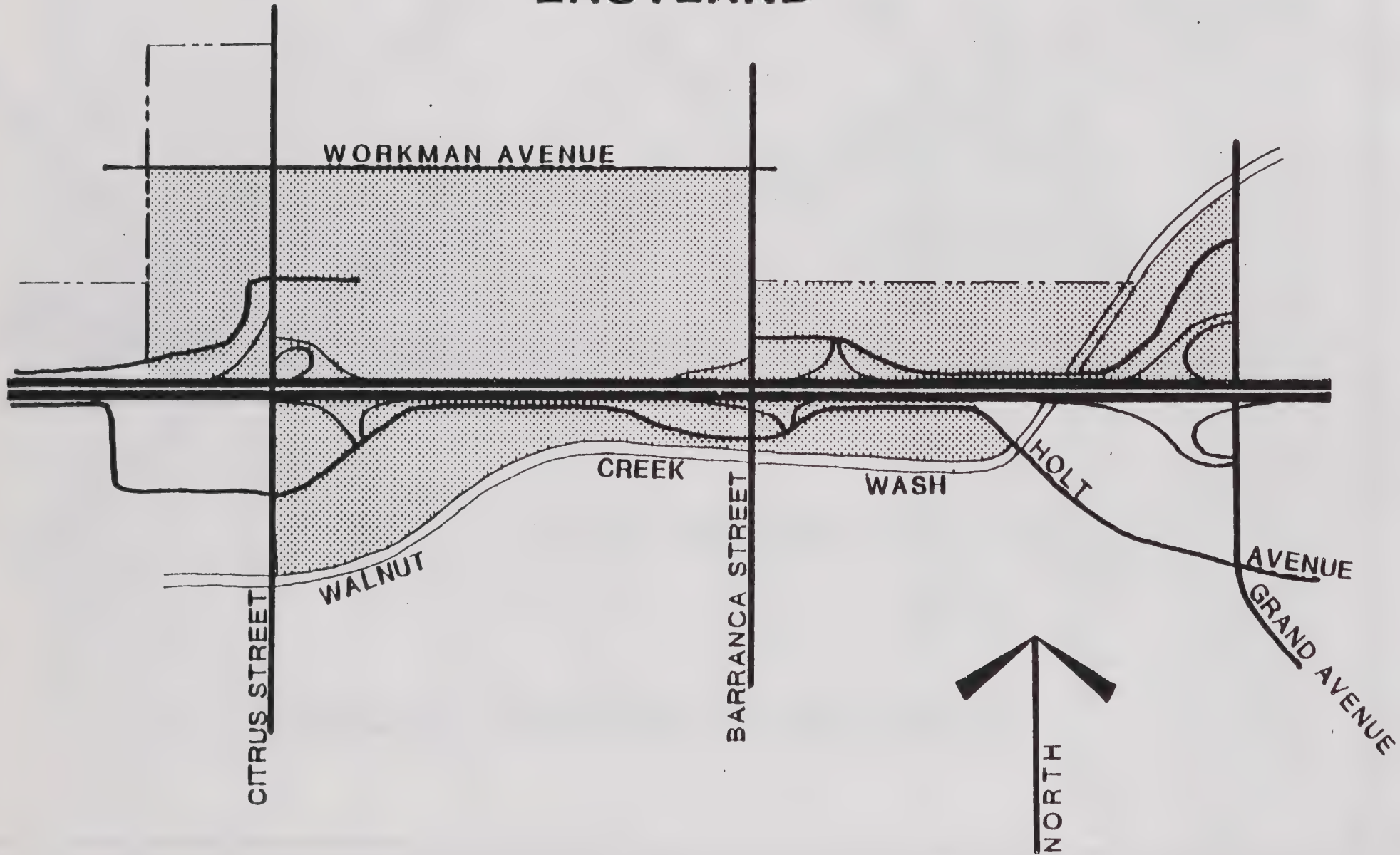
It is bounded on the north and south by Workman Avenue and the Walnut Creek Channel and the east and west by Holt Avenue and Citrus Street south of the San Bernardino Freeway, and the City boundary and Grand Avenue north of the Freeway (Exhibit "I/1-E").

The City Redevelopment Agency should encourage those kinds of uses normally associated with a regional center and supplementary uses which complement the regional malls. The concentration of intensive commercial development should be directed within these two cores with such uses as retail, professional offices, financial institutions, government buildings and hotels. Within

# CENTRAL BUSINESS DISTRICT



# EASTLAND



I/1-10

EXHIBIT I/1-3

the core areas and their proximities, it may be desirable to permit relatively high-density residential development. The conveniences and amenities normally attributable to core areas, including such things as public facilities, can make such an area attractive for residential development.

In order to implement the policy plan for commercial and industrial development, the Land Use Plan recommends the following designations and standards for development.

### Regional Commercial

The purpose of the Regional Commercial designation is to identify those areas that should be developed with facilities of regional significance providing a complete line of shop and store types, restaurant and entertaining facilities, as well as business and financial services.

The Land Use Map designates two such areas (Eastland to the east and Central Business District to the west) both of which are strategically located to serve the general area of the East San Gabriel Valley region and have direct access to the San Bernardino Freeway and major arterials.

### Service and Neighborhood Commercial

This designation provides for the development of trade and business uses which by their nature are of a moderate to relatively high intensity. While one category is utilized to identify both types of commercial land uses there are identifiable differences. Neighborhood commercial uses are of moderate intensity and provide convenient daily shopping facilities and are generally adjacent to or within close proximity to residential developments. Service commercial uses are of a relative high intensity--their success generally depending upon direct motorist exposure and excellent access.

These commercial uses should be located with primary access to a four-lane or wider street, preferably at the intersection of a major and collector street or two four-lane or wider streets. Land so utilized should be topographically suited to such use without major earth movement, which may result in unsafe or unsightly cut or fill slopes.

6. SHOPPING CENTERS AND OTHER NEIGHBORHOOD AND SERVICE COMMERCIAL USES SHOULD BE COMPATIBLE WITH ADJACENT RESIDENTIAL AREAS.
7. THE CITY SHOULD UNDERTAKE AN ACTIVE ROLE IN THE PREVENTION OF DETERIORATION OF COMMERCIAL AREAS AND THE UPGRADING OF THOSE COMMERCIAL AREAS WHERE BLIGHT HAS OCCURRED, AS STATED IN THE ECONOMIC DEVELOPMENT ELEMENT.

## Office

This land use designation provides for the development of those business, office, administrative or professional land uses which by their nature are of relative low intensity and, therefore, when properly located and designed are compatible with adjacent residential zoning and the development therein.

## Industrial and Manufacturing

This designation provides for those industrial and incidental commercial facilities which are of light to heavy intensity and have no objectionable or obnoxious effect on any adjacent property. The developmental and operational standards are intended to provide compatibility with and protection to surrounding properties by minimizing traffic congestion, noise, glare, vibrations, emission of odorous, toxic or noxious matter, and to provide adequate off-street parking, landscape buffering and the proper placement of buildings.

## Planned Administrative Research

This land use category is established to permit the use of property for administrative, professional, executive and similar business uses, social or charitable institutions, financial offices, research activities, light industries engaged primarily in research or testing, and businesses engaged in compatible light manufacturing, excluding any manufacturing uses which include the primary production of wood, metal or chemical products from raw materials. All uses shall be confined within a building, shall not make excessive noise, dust or vibrations, nor be dangerous because of the nature of the product or material produced or the processes involved.

Development within the Planned Administrative Research classification should emphasize the following concerns:

Compatibility with and protection to surrounding properties by minimizing traffic congestion, noise, glare, vibration, emission of odors, toxic or noxious matters.

The reduction of other objectionable factors to the extent necessary to prevent annoyance or injury to persons residing in the vicinity.

Off-street parking, landscape buffering and the proper placement of buildings.

Such uses should also have primary access to a four-lane or wider street or highway as specified on the Master Plan of Streets and Highways, and the site should be topographically suited to permitted uses without major earth movement, which may result in unsafe or unsightly cut or fill slopes.

## Police Facilities

Existing police facilities, located in the Civic Center Complex, are adequate to serve future City needs; therefore, no police substations are proposed in the planning area.

## AREA PLANS

In 1977 West Covina had a number of area plans in effect such as South Glendora Plans I & II and North Azusa Plan. However, several other parts of the City have become areas of concern. The following discussion identifies these sectors and explains the concern and necessity for the area plans for these portions of the City. It is extremely important that area plan areas not be so large that the specific nature of the plan is lost or that citizen involvement is fragmented.

For these reasons the planning areas as shown on Exhibit "I/1-F" have been designated to provide opportunities for meaningful area planning.

### 1. East Hills (adopted July, 1978)

This planning area is bounded by the San Bernardino Freeway on the north, Citrus Avenue and Galster Park on the west, and the City boundary on the south. This area is unique in that it encompasses hillsides, along with large lot, flat land development; offset with commercial development along the freeway corridor. This Plan addresses future hillside developments and annexations to the east.

### 2. Westside (adopted May, 1984)

This area, generally located west of Orange Avenue between the San Bernardino Freeway and Walnut Creek Channel, has been redesignated primarily residential, with commercial development indicated along Garvey Avenue and north of Merced west of Willow. The Planned Administrative Research designation of the 1977 Plan has been removed.

### 3. Northwest Area

The northwest area includes industrial development at Azusa Canyon and San Bernardino Roads and residential development south along Orange Avenue. The industrial land is in need of some design and circulation coordination and the residential area must be analyzed to determine the extent of spill-over effects from the industrial area.

### 4. Sunset Area

This planning area encompasses that area west of Sunset Avenue and south of the Central Business District excluding Westside Specific Plan Area.



WEST COVINA GENERAL PLAN

AREA PLAN AREAS

PLANNING

5. Freeway Corridor Area

This planning area is located along the north side (south side is covered in the Walnut Creek area) of the San Bernardino Freeway extending from the westerly city boundary to Citrus Street. This area, visible from the vantage point of the freeway, can be defined as a "viewing shed" and as such must be evaluated as a valuable resource. Existing marginal commercial uses and declining residential uses will be studied for solutions and improvements.

6. Walnut Creek Area

The Walnut Creek Area is located between the freeway and Walnut Creek Channel. As mentioned previously, this sector is within the freeway corridor and portions along the freeway may be subject to pressure for intensification of development, as indicated by the Economic Development Element.

7. Valinda Area

This planning area is bounded by Sunset Avenue on the west, Valinda Avenue on the east and the Central Business District on the north. Portions of this area may have future pressure to remodel and revitalize (i.e., Glendora Avenue and Vine Avenue), as other commercial developments are completed within the City. Two area plans for Glendora Avenue were prepared during the late 1960's, however, they are in need of updating.

8. Azusa/Cameron Area

Bounded by the Walnut Creek Wash to the north, Valinda Avenue to the west, Citrus Avenue on the east, the Azusa/Cameron area is totally residential and no specific item of concern can be foreseen.

9. Amar/Lark Ellen Area

The Amar/Lark Ellen Planning Area is bounded by Galster Park and Valinda Avenues on the east and west; and Francisquito Street and Amar Road on the north and south, but excluding that portion within the PCD-1 zone. (note: This would tie the Aroma Drive Area to Woodgrove Park and include the commercial development on Azusa).

10. Galaxie Area

Located in the southern extremity of the City, south of La Puente Road, Galaxie deserves attention because of its isolation from West Covina's focal points, its proximity to industrial development, and because of potential influence of adjoining county residential areas that appear to be in a state of decline.

With respect to commercial land uses, the expansion of neighborhood and community commercial development as proposed by the Plan will stabilize the City's commercial tax base and ensure a high level of conveniently located retail commercial services to the City's residents. The compatibility of these commercial developments with surrounding residential development was a primary concern in the development of the Plan. The issue of compatibility is crucial with respect to socio-economic and environmental considerations.

Alleviating potential incompatibilities resulting from excessive noise levels or poor visual quality will enhance the economic viability of the commercial establishments themselves while maintaining the integrity of the surrounding residential atmosphere.

The central core area of the City, as shown on the Land Use Map, has been reduced in size bringing it more into line with economic reality. Here again, this does not preclude possible changes along the freeway as reflected by Redevelopment Agency study areas. Guiding commercial development especially within this area, on the basis of what the market will support, will prevent overdevelopment and the deterioration that usually accompanies it. This will further stabilize the City's commercial tax base and ensure a high level of retail services, while protecting the aesthetic quality of the commercial environment. In addition, the City will be spared the higher cost of municipal services that are normally associated with deteriorating central business districts.

The Plan provides for industrial and administrative research uses in those areas where they can be properly accommodated. Economically, such developments result in beneficial impacts by increasing the City's tax base to a greater degree than the increased cost in municipal services. In addition to the creation of a positive cost revenue balance, such developments result in beneficial social impacts, as well, by providing the City with expanded job opportunities.

Compatibility of industrial development with surrounding land uses was a key consideration in the Plan. This results in a beneficial social economic impact in that it insures the preservation of the integrity of surrounding commercial and residential developments and alleviates potential environmental impacts, such as excessive noise levels, or visual pollution, thereby enhancing the economic viability of those industrial uses.

Certain areas in the City are designated for open space and recreation uses, designed to meet the leisure need of West Covina residents. The locations of these areas afford the citizens of West Covina an opportunity to utilize these active open space facilities to a maximum extent.

The Land Use Plan also designates certain areas of the City as Planned Development. This designation provides the City with greater control over the development of such areas, thereby providing the ability to better insure conformance with community preferences and good planning practices in the face of contrary market demands and trends.

10. PLANS FOR THE FREEWAY CORRIDOR AREA SHOULD BE BROUGHT INTO LINE WITH ECONOMIC REALITY.

## IMPLEMENTATION

1. Commence rezoning of properties where needed to achieve General Plan/zoning consistency.
2. Prepare at least one area plan per year.
3. Continue strong Code enforcement.
4. Complete a study of the freeway corridor.

# ECONOMIC DEVELOPMENT ELEMENT

## ABSTRACT

The Economic Development Element contains five goals and sixteen policies which are designed to guide West Covina's developments to achieve their maximum benefits. The City recognizes that it can no longer rely upon new construction on vacant land and a growing population to generate funds to provide the high level of public services familiar to West Covina residents.

## AUTHORITY AND SCOPE

Government Code Section 65303 permits cities and counties to include elements which relate to physical development of the city or county. The Economic Development Element has been included as part of the West Covina General Plan. This Economic Development Element is intended to assure that West Covina recognizes, in today's economic environment, funds for high levels of service are becoming scarce and harder to obtain. The effect of Proposition 13 has severely reduced property tax revenues previously generated, and the strong retail sales tax revenue has appeared to have stabilized over the past few years. West Covina, through effective economic development, must secure additional sources of revenue to maintain its standard for quality of life.

The Economic Development Element is divided into five major sections:

- 1) Freeway Development
- 2) Regional Commercial
- 3) Regional Office and Lodging
- 4) Light Industry
- 5) Preservation and Enhancement

The scope of the element is limited to the City of West Covina and those portions of Los Angeles County that are in West Covina's sphere of influence. However, the issues addressed in the Economic Development Element are also regional issues since it is difficult to formulate economic development that fulfills only the needs of the City of West Covina.

## INTRODUCTION

A sound local economy is essential to the City's future vitality. It provides jobs for the labor force, increases disposable incomes of residents, and assures the City the revenues which finance its wide range of responsibilities. The purpose of an Economic Development Element is to provide the City a means to achieve its goals. The Economic Development Element establishes a general statement of community policy relative to future development actions, programs and specific projects, and integrates these policies and action plans into the comprehensive decision-making process of the City.

The Economic Development Element complements the Land Use Element, which contains a number of policies relating to specific development actions, particularly along the freeway corridor and along major arterials. The Economic Development Element also complements the Land Use Element by providing for the enhancement and preservation of the City's fine existing commercial and residential developments. A major theme contained in the Economic Development Element is the recycling of buildings as an alternative to demolition and reconstruction. The Economic Development Element shall also serve as the impetus for an aggressive public relations and City promotion effort to communicate West Covina as a major corporate and regional center within the Los Angeles metropolitan area.

## GOALS

The purpose of the Economic Development Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

DEVELOP AND EXPAND THE LOCAL ECONOMY IN ORDER TO CREATE NEW EMPLOYMENT OPPORTUNITIES, ATTRACT NEW INVESTMENT AND STRENGTHEN THE TAX BASE OF THE CITY.

BALANCE ECONOMIC DEVELOPMENT WITH OTHER CITY GOALS AND OBJECTIVES.

MAXIMIZE NEW REVENUES ACCRUING TO THE CITY FROM ECONOMIC DEVELOPMENT.

PRESERVE AND STRENGTHEN EXISTING DEVELOPMENT IN THE CITY.

CREATE OPPORTUNITIES FOR PERSONS TO LIVE IN CLOSE PROXIMITY TO EMPLOYMENT CENTERS.

## GENERAL POLICIES

West Covina's general policies, which achieve these goals, address the need to attract new revenue sources into the City, combined with preservation and strengthening of West Covina's existing resources. These general policies are as follows:

1. Expand opportunities for new regional commercial, office and lodging developments designed to accommodate the corporate user.
2. Create opportunities for new light industrial and planned administrative/research development. Expand the employment base in the City.
3. Preserve and enhance the character of West Covina as the Headquarters City of the East San Gabriel Valley. Project a corporate image and promote West Covina as the prime development area.
4. Maintain and enhance existing commercial, industrial and residential development, thereby preventing deterioration, both physical and/or economic.
5. Monitor the housing market to ensure the availability of diverse housing alternatives for the expected increase in the City's employment force.

## FREEWAY DEVELOPMENT

West Covina has been very fortunate to experience many of the benefits associated with the presence of the San Bernardino Freeway. The freeway has enabled West Covina to achieve regional prominence within the East San Gabriel Valley. Developments such as Fashion Plaza, Eastland Center, Restaurant Row, the current Auto Plaza and the new Atrium Project owe their current success and future benefits to the tremendous visibility and access from the freeway.

Even as great an asset as the freeway is, there still exist pockets of development along the freeway which fail to maximize their economic potential. Although many of these underutilized developments were constructed prior to the freeway, economic pressures are forcing planners and developers to view these properties with much higher expectations.

The City will benefit much more if the properties adjacent to the freeway are developed in a logical and orderly manner. The developments need to be complementary, both architecturally and functionally. The developments must create an image of prestige and quality for West Covina, yet not be overbearing or aesthetically unattractive. A comprehensive planning effect is required to ensure and enhance the "Freeway Corridor".

1. THE CITY SHALL DESIGNATE THE AREA ADJACENT TO THE FREEWAY AS THE "FREEWAY CORRIDOR" AND DEVELOP THE FREEWAY CORRIDOR MASTER PLAN.
2. THE CITY SHALL ADOPT A CONCEPTUAL DEVELOPMENT PLAN, IDENTIFYING SEVERAL STRATEGIC SITES WHERE CRITICAL DEVELOPMENT MUST OCCUR.
3. THE CITY SHALL ADOPT SPECIFIC DESIGN STANDARDS FOR DEVELOPMENT WITHIN THE FREEWAY CORRIDOR TO ENSURE ARCHITECTURAL AND AESTHETIC UNITY.

#### REGIONAL COMMERCIAL

The West Covina Fashion Plaza has been a major generator of retail sales tax of the City since its opening 10 years ago. Fashion Plaza currently contains three major department stores and a total of one million square feet of leasable area. Although the mall's sales have been strong and stable over the past few years, there has been little indication that the mall can significantly increase its sales activity without some major changes occurring within West Covina or major changes to the mall itself.

It is an economic goal of West Covina to attract new employment opportunities into West Covina to create a larger daytime population for the City. It is estimated that people will shop for 20-30% of their needs within the area where they work. A significant increase in the daytime population of West Covina should increase the amount of shoppers at Fashion Plaza. Such a series of events would necessitate the expansion of Fashion Plaza. Other concerns regarding Fashion Plaza are its ability to offer a variety of merchandise. There appears little merchandising difference between the three current major department stores. It would be the City's desire to attract two or three additional major department stores to Fashion Plaza which cater to shoppers not currently served by the existing department stores.

By today's "super regional mall" standards, Fashion Plaza may be considered inadequate to serve the needs of its entire market. The objective would be to ensure Fashion Plaza's competitiveness with other regional malls in the area and to provide the necessary diversification in shopping alternatives within the mall itself.

The Eastland Center is currently suffering from lack of architectural and functional unity, and lack of sufficient anchor development necessary to service the mall shops. The Center is experiencing some economic success in that its major anchor department stores continue to be among the leading sales tax generators in the City. However, the sales level of the mall shops fails to follow the lead of the anchors. Plans are currently underway to masterplan the entire center in an attempt to cure the remaining design ailments that continue to plague the Center.

Eastland Center possesses many of the characteristics required for a successful mall, such as good freeway visibility, access, internal circulation and convenient parking. Therefore, efforts will be concentrated on cosmetics, merchandising and the human element to revitalize the Eastland Center.

4. THE CITY SHALL PREPARE A DETAILED ANALYSIS ON THE FEASIBILITY OF EXPANDING FASHION PLAZA TO ACCOMMODATE AS MANY AS TWO OR THREE ADDITIONAL DEPARTMENT STORES.
5. THE CITY, IN LIAISON WITH THE CHAMBER OF COMMERCE, SHALL ANALYZE THE MERCHANDISING OF FASHION PLAZA AND EASTLAND TO MINIMIZE DUPLICATION AND PROVIDE FOR DIVERSIFICATION OF RETAIL OUTLETS.
6. THE CITY SHALL MONITOR THE PHYSICAL CONDITION OF THE REGIONAL CENTERS TO ENSURE THAT EACH CENTER PROJECTS THE IMAGE OF PRESTIGE AND HIGH QUALITY. ENFORCE DESIGN STANDARDS AND PRECISE PLAN REQUIREMENTS TO ENSURE THE REGIONAL CENTERS ARE WELL MAINTAINED AND INVITING TO THE SHOPPER.

#### REGIONAL OFFICE AND LODGING

West Covina has recently embarked on its most ambitious development project. The project, known as the Atrium, will serve as a landmark within the East San Gabriel Valley. This exciting mixed-use development containing class office buildings, a high-rise hotel, restaurants, shops and convention facilities will set the precedent for future development in the City. Upon completion of the Atrium, the City anticipates a steady flow of corporate and regional office users to discover and locate in West Covina. It is the City's desire to pro-actively attract and accommodate the corporate office user. A master plan, identifying suitable sites combined with a development schedule, is essential to providing well balanced and quality designed office and lodging development in West Covina.

7. THE CITY SHALL IDENTIFY SITES WITHIN THE CITY THAT ARE SUITABLE FOR ACCOMMODATING QUALITY OFFICE AND HOTEL DEVELOPMENT. THE CITY SHALL PREPARE AND ADOPT SPECIFIC DESIGNS FOR DEVELOPMENT FOR THESE SITES TO ENSURE THAT APPROPRIATE DEVELOPMENT OCCURS CONTAINING STRICT DESIGN AND DEVELOPMENT STANDARDS.
8. THE CITY, IN LIAISON WITH THE CHAMBER OF COMMERCE, SHALL CONTINUE TO SOLICIT FROM APPROPRIATE AND KNOWLEDGEABLE REAL ESTATE AGENTS THE MOST CURRENT DATA RELATIVE TO OFFICE AND LODGING DEVELOPMENT. STAFF SHALL CLOSELY MONITOR THE RENTAL DATA FOR SHIFTS AND TRENDS IN DEVELOPMENT PATTERNS AND LEASING PREFERENCES.
9. THE CITY SHALL PREPARE A COMPREHENSIVE OFFICE DEVELOPMENT PLAN, INDICATING WHERE, WHEN AND HOW MUCH OFFICE DEVELOPMENT CAN OCCUR IN WEST COVINA. THROUGH THE PREPARATION OF A COMPREHENSIVE PLAN, ALL OFFICE DEVELOPMENT SHALL BE COORDINATED IN TERMS OF DESIGN, PARKING AND TRAFFIC AND ABSORPTION.

## LIGHT INDUSTRY

West Covina has, for years, relied on the strength of its retail sales tax to provide many of the fine benefits to its residents. However, as the retail sales tax arena grows more competitive and as the cost of providing these City services increases, West Covina has begun to aggressively explore alternative sources of revenue. As stated previously, a strong employment base can directly or indirectly contribute to the City's treasury. The concentrated effort to bring corporate office development to West Covina is a result of this emphasis.

Another source of a strong employment base can be provided through development of light industries, business parks and planned administrative research facilities. Although there currently exist few parcels in the City which are properly zoned for light industrial development, City staff is actively exploring re-use alternatives for various sites in the City.

Since there is practically no developable vacant land remaining in the City, areas designated for light industrial development will contain strict development standards to ensure continuity and a pleasant transition from adjacent land use.

10. THE CITY SHALL ACTIVELY SEEK AND EVALUATE POTENTIAL SITES SUITABLE TO ACCOMMODATE LIGHT INDUSTRIAL USERS. THE CITY SHALL PREPARE AND ADOPT DESIGN STANDARDS TO ENSURE THAT NEW DEVELOPMENT IS ARCHITECTURALLY COMPATIBLE WITH ADJACENT EXISTING DEVELOPMENT.
11. THE CITY, IN LIAISON WITH THE CHAMBER OF COMMERCE, SHALL ACTIVELY ASSIST IN THE MARKETING OF THESE DEVELOPMENT SITES AND, WHEREVER POSSIBLE, THE CITY SHALL EXPLORE THE USE OF ECONOMIC DEVELOPMENT FUNDING SOURCES TO CREATE MAJOR PROJECT DEVELOPMENT OPPORTUNITIES.
12. IN EVALUATING THE MERITS OF SPECIFIC DEVELOPMENT PROJECTS, THE CITY WILL EMPHASIZE THOSE PROJECTS WHICH ARE LABOR INTENSIVE, CREATE LONG-TERM EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, AND PROVIDE POSITIVE NET BENEFITS TO THE CITY.

## PRESERVATION AND ENHANCEMENT

West Covina has been known as the Headquarters City of the East San Gabriel Valley for many years. The City has earned its position through the implementation of careful planning theories and by taking advantage of its prime location and other amenities. As West Covina approaches the year 2000, the City is being asked to accept a role much greater than the prime City in the East Valley. Instead, West Covina is preparing to become a major office, retail, financial and lodging center, competing with the communities in Orange County and the San Fernando Valley.

The City and Chamber of Commerce will jointly accept the role of promoting West Covina as the prime development area. Through the use of various media, the message that West Covina is the new corporate center in Southern California will be communicated across the country.

As part of the overall enhancement of West Covina, special attention will be directed toward preserving the quality development which now exists in the City, particularly the much acclaimed housing stock. In those residential and commercial areas where signs of deterioration are occurring, rehabilitation efforts will be undertaken to restore the housing stock. Special City ordinances are already in effect providing for maintenance of all properties in an attempt by West Covina to retain its clean and pleasant neighborhoods.

Considerable attention should be directed toward preserving and enhancing West Covina's neighborhood commercial centers. Some previous shopping centers were constructed without the benefit of today's modern development standards, such as setbacks, parking lot improvements, landscaping, signage and pedestrian amenities. These centers appear unattractive and uninviting even though they may be structurally sound. To ensure their success, the City should encourage rehabilitation programs where feasible and monitor the centers for proper tenant mix.

A strong effort shall be focused on monitoring the housing market within the East San Gabriel Valley, to strive for a wide variety of housing alternatives available for those employees expected to locate in West Covina as a result of the influx of major employment generators. The City should monitor potential sites i.e., abandoned schools and others, we could accommodate both single-family and multi-family residential development. It is considered desirable to provide housing alternatives in close proximity to employment and vice versa.

13. THE CITY, IN LIAISON WITH THE CHAMBER OF COMMERCE, SHALL ACTIVELY PROMOTE WEST COVINA AS THE PRIME DEVELOPMENT AREA.
14. THE CITY SHALL PREPARE ITS ROLE AS A MAJOR ACTIVITY CENTER IN THE LOS ANGELES AREA. THE CITY SHALL PURSUE A BALANCE OF ECONOMIC DEVELOPMENT WITH OTHER CITY GOALS AND OBJECTIVES.
15. THE CITY SHALL ENCOURAGE MAINTENANCE AND ENHANCEMENT OF ITS EXISTING COMMERCIAL AND RESIDENTIAL DEVELOPMENT.
16. THE CITY, IN LIAISON WITH THE CHAMBER OF COMMERCE AND THE MAJOR EMPLOYERS LOCATING TO WEST COVINA, SHALL MONITOR THE HOUSING MARKET TO ENSURE THE AVAILABILITY OF DIVERSE HOUSING ALTERNATIVES.

## IMPLEMENTATION

1. The City shall actively encourage appropriate development of vacant land within core areas. Vacant land within West Covina's core area is at a premium. It is necessary for the City to monitor these remaining vacant parcels to ensure that appropriate development occurs. The City should consult with the current property owners to evaluate what development proposals they may have. If necessary, the City and property owner should work jointly to achieve the maximum development on these sites. Where applicable, the City should be proactive, and adopt Designs for Development for these specific parcels. This would predetermine the appropriate development for the site.
2. The Redevelopment Agency shall actively market sites currently owned by the City or the Agency. The City shall inventory all underutilized school sites and prepare some development alternatives for these sites.
3. The City shall identify and assemble development sites to accommodate major corporate and industrial users. Through the adoption of master plans for the Freeway Corridor, Barranca Office Corridor, West Covina Business Park, West Covina Auto Plaza, CBD Master Plan and the Eastland Center Master Plan, the City exhibits control over where, when and how economic development will occur in the City.

To achieve many of these objectives, the City will rely heavily on the redevelopment process. The redevelopment process is most beneficial in the area of land assemblage to create new, larger development sites. The redevelopment process also permits the Agency to develop and adopt master plans such as the Barranca Office Corridor. These master plans shall contain strict development standards and schedules for timing of new development.

4. The City, as well as the Redevelopment Agency, may be required to provide necessary public infrastructure improvements to enable new development to occur. Prior to providing infrastructure support, the City shall give priority to those projects which meet a significant community need or stimulate private sector investment.
5. The City shall establish a public relations program to promote the economic development activities of West Covina and work jointly with the Chamber of Commerce to realize the strongest impact of the promotion efforts. It shall also subscribe to and advertise in statewide, regional and national publications to gain West Covina its greatest exposure.

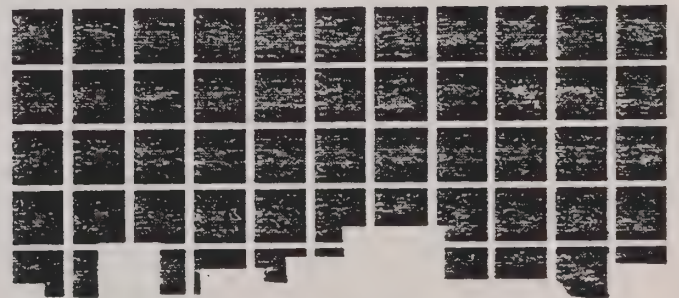
6. The City shall make available various funding sources and vehicles to support new development. Since many of the Federal funding sources are being phased out or were not available to West Covina, the City will have to make a greater effort to develop creative financing sources.
7. The City shall assist owners of existing development in rehabilitations or revitalization. There exist many fine older developments in West Covina. Some continue to serve a vital need to a neighborhood, while others may have out-lived their economic life. The City and Chamber of Commerce shall study and evaluate these older commercial developments for the feasibility of implementing a redevelopment program or just a rehabilitation program.
8. The adoption of the Economic Development Element establishes the foundation for the City's economic development program. Through the efforts of advanced planning, the City can continue to monitor the General Plan and formulate long-range development strategies for West Covina.



---

# HOUSING ELEMENT

---



**WEST COVINA**





**CITY OF WEST COVINA**

**GENERAL PLAN**

**HOUSING ELEMENT**

Adopted by:

West Covina City Council

February 6, 1995

Resolution No. 9174

This is a comprehensive periodical update of the Housing Element and supersedes the previous update adopted March 26, 1990.

Prepared by:

Cotton/Beland/Associates, Inc.  
747 East Green Street, Suite 400  
Pasadena, California 91101-2119

City of West Covina  
**HOUSING ELEMENT**  
Adopted February 6, 1995

CITY COUNCIL

Bradley J. McFadden, Mayor  
Stephen Herfert, Mayor Pro Tem  
Nancy Manners, Councilmember  
Michael Touhey, Councilmember  
Benjamin Wong, Councilmember

PLANNING COMMISSION

Edward J. Connolly, Chairperson  
David C. Solinger, Vice-Chairperson  
Richard Melendez, Commissioner  
Steve Reiner, Commissioner  
Robert Zeller, Commissioner

CITY STAFF

James Starbird, City Manager  
Steven Wylie, Assistant City Manager  
Jeffrey W. Collier, Planning Director  
Chester Yoshizaki, Redevelopment Director

---

# HOUSING ELEMENT

---



**WEST COVINA**



**CITY OF WEST COVINA  
HOUSING ELEMENT**

**TABLE OF CONTENTS**

<b>Section</b>	<b>Page</b>
I. INTRODUCTION .....	I-1
A. Purpose .....	I-1
B. Relationship to Other Elements .....	I-1
C. Format .....	I-2
D. Public Participation .....	I-2
II. HOUSING NEEDS AND RESOURCES .....	II-1
A. History .....	II-1
B. Population Characteristics .....	II-1
C. Household Characteristics .....	II-10
D. Employment .....	II-18
E. Assisted Housing At Risk of Conversion .....	II-34
III. SUMMARY OF HOUSING NEED .....	III-1
IV. CONSTRAINTS ON HOUSING PRODUCTION .....	IV-1
A. Governmental Constraints .....	IV-1
B. Nongovernmental Constraints .....	IV-6
V. HOUSING OPPORTUNITIES .....	V-1
A. Residential Development Since July, 1989 .....	V-1
B. Availability of Sites for Housing .....	V-2
C. Residential Development Potential Compared with West Covina's Regional Housing Needs .....	V-6
VI. HOUSING PLAN .....	VI-1
A. Evaluation of Accomplishment Under Adopted Housing Element .....	VI-1
B. Affordable Housing Requirements of Redevelopment Law .....	VI-3
C. Five-Year Housing Program .....	VI-14

# CITY OF WEST COVINA HOUSING ELEMENT

## LIST OF TABLES

Section	Page
1. State Housing Element Requirements . . . . .	I-3
2. Population Trends: West Covina and Surrounding Areas . . . . .	II-2
3. Population Trends: West Covina 1923 - 2010 . . . . .	II-3
4. Age Characteristics of Population: 1970 - 1990 . . . . .	II-5
5. Ethnicity: 1970 - 1990 . . . . .	II-6
6. City of West Covina and Los Angeles County: Household Type - 1990 . . . . .	II-11
7. Occupation of West Covina Residents: 1980 - 1990 . . . . .	II-18
8. Employment in West Covina: 1976 and 1984 . . . . .	II-19
9. Housing Trends: West Covina and Surrounding Areas . . . . .	II-20
10. Housing Type: 1980 - 1990 . . . . .	II-22
11. Age of Housing Stock: 1990 . . . . .	II-23
12. Housing Conditions Survey Results . . . . .	II-25
13. Home Prices: West Covina and Surrounding Areas . . . . .	II-30
14. Owner Units Affordable to Lower Income Households . . . . .	II-31
15. Rental Units Affordable to Lower Income Households . . . . .	II-33
16. Assisted Rental Housing Inventory . . . . .	II-36
17. Affordable Housing Costs Adjusted for Household Size . . . . .	II-41
18. Average Section 8 or Rent Subsidies Required to Preserve Affordability of Covina West Apartments . . . . .	II-41
19. Existing and Projected Housing Needs . . . . .	III-2
20. 1994 Residential Development Fees . . . . .	IV-4
21. Housing Units Constructed: 7/89 - 6/94 . . . . .	V-2
22. Residential Development Potential for Vacant and Underutilized Properties . . . . .	V-4
23. Site Inventory Compared with RHNA . . . . .	V-6
24. Summary of Housing Goals . . . . .	VI-32

**CITY OF WEST COVINA  
HOUSING ELEMENT**

**LIST OF FIGURES**

<b>Section</b>	<b>Page</b>
1. Population Growth: 1923 - 2010 .....	II-3
2. Concentrations of Minority Populations by Census Tract .....	II-7
3. Concentrations of Overcrowded Households .....	II-13
4. Concentrations of Low Income Households by Census Tract .....	II-17
5. Housing Conditions Survey .....	II-28
6. Process for Prepayment Eligible Projects Under ELIHPA .....	II-39
7. Residential Opportunity Areas .....	V-5
8. Central Business District Project Area (1971) .....	VI-7
9. Central Business District Project Amendment Areas (1980) .....	VI-8
10. Central Business District Project Amendment Areas (1984) .....	VI-9
11. Eastland Project Area (1975) .....	VI-10
12. Eastland Project Area Amendments (1990) .....	VI-11
13. West Covina Redevelopment Project Area (1993) .....	VI-12

## **I. INTRODUCTION**

The City of West Covina is a relatively young city in the east San Gabriel Valley, but is largely developed and built-out. It boasts of a high quality residential community and an economically viable commercial base. The City continuously strives to improve the local environment and its facilities and services, and to enhance and maintain its character and vitality.

### **A. PURPOSE**

The housing element of the General Plan serves as a guide in decision-making and actions relative to the housing needs of the city. As a state-mandated element, it fulfills the regulations in Sections 65580 to 65589 of the Government Code of the State of California. It outlines the needs, issues, and constraints in the housing market and the city's goals, policies, and implementation programs that address these needs. It also seeks to provide its fair share of housing for the needs of the region. Table 1 summarizes these State requirements and identifies the applicable sections in the West Covina Housing Element where these requirements are addressed.

### **B. RELATIONSHIP TO OTHER ELEMENTS**

The goals and purposes of the housing element are developed to complement the goals and purposes of the other elements of the General Plan. The Land Use Element establishes land uses and the intensity of development. It designates where housing may be built. The Environmental Quality Element seeks to provide the City's residents with adequate recreational facilities. The Circulation Element establishes a transportation system and adequate infrastructure to support residents and businesses.

Other elements are indirectly related to the housing element and contain similar policy directions. They have been consulted for consistency prior to the adoption of this element. Related policies from other elements are listed below:

1. The City's land use pattern and development should reflect the needs and desires of its citizens, and reinforce the City as a community of quality and stability.
2. The City of West Covina should remain a predominantly low-profile, suburban community with new developments reflecting a planned variety of architectural design within each neighborhood.
3. The City should ensure that residential developments are located in areas with adequate public facilities.

### **C.     FORMAT**

The West Covina Housing Element is comprised of the following major components:

1.     an introduction to the element explaining the purpose and organization of the element;
2.     an analysis of the City's population, household and employment base, and the characteristics of the City's housing stock;
3.     a review of potential constraints to meeting the City's identified housing needs;
4.     a summary of housing needs;
5.     an evaluation of opportunities that will further the development of new housing; and
6.     a statement of the Housing Plan to address West Covina's housing needs, including housing goals, policies, and programs.

### **D.     PUBLIC PARTICIPATION**

West Covina encourages citizen input on all policy decisions. Regularly scheduled reviews of previously adopted housing elements, the Federal Community Development Block Grant (CDBG), and the redevelopment program have encouraged citizen participation and comment. Individual programs are also subject to public hearing and review prior to adoption.

During the preparation of this element, public input has been encouraged at public meetings with the Planning Commission and City Council. Copies of the draft Housing Element were made available for public review in key community locations, including public libraries and City Hall.

**TABLE 1**  
**STATE HOUSING ELEMENT REQUIREMENTS**

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
<p><b>A. <u>Housing Needs Assessment</u></b></p> <ol style="list-style-type: none"> <li>1. Analysis of population trends in West Covina in relation to regional trends.</li> <li>2. Analysis of employment trends in West Covina in relation to regional trends.</li> <li>3. Projection and quantification of West Covina's existing and projected housing needs for all income groups.</li> <li>4. Analysis and documentation of West Covina's housing characteristics including the following:               <ol style="list-style-type: none"> <li>a. level of housing cost compared to ability to pay;</li> <li>b. overcrowding;</li> <li>c. housing stock condition.</li> </ol> </li> <li>5. An inventory of land suitable for residential development, including vacant sites, land having redevelopment potential, and an analysis of the relationship of zoning, public facilities and services to these sites.</li> <li>6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels.</li> <li>7. Analysis of existing and potential nongovernmental and market constraints upon maintenance, improvement, or development of housing for all income levels.</li> <li>8. Analysis of special housing need: handicapped, elderly, large families, female-headed households, farmworkers.</li> </ol>	<p>Sections II (B), II (C)</p> <p>Section II (D)</p> <p>Section III</p> <p>Section II (E)</p> <p>Section II (E)</p> <p>Section II (C)</p> <p>Section II (E)</p> <p>Section V</p> <p>Section IV (A)</p> <p>Section IV (B)</p> <p>Section II (C)</p>

**TABLE 1**  
**STATE HOUSING ELEMENT REQUIREMENTS**  
 (continued)

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
9. Analysis concerning the needs of homeless individuals and families in West Covina.	Section II (B)
10. Analysis of opportunities for energy conservation with respect to residential development.	Section IV (B)
<b>B. <u>Goals and Policies</u></b>	
1. Identification of West Covina's goals and policies relative to maintenance, improvement, and development of housing.	Section VI (D)
<b>C. <u>Implementation Program</u></b>	
An implementation program should do the following:	Section VI (D)
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels.	Section VI (D)
2. Program to assist in the development of adequate housing to meet the needs of low- and moderate-income households.	Section VI (D)
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in West Covina.	Section VI (D)
4. Conserve and improve the condition of the existing and affordable housing stock in West Covina.	Section VI (D)
5. Promote housing opportunities for all persons.	Section VI (D)
6. Preserve lower income assisted housing developments.	Section VI (D)

## **II. HOUSING NEEDS AND RESOURCES**

The housing needs and resources of the City of West Covina are dependent on its resident population and housing stock. Characteristics of the population help identify the type of housing that would best meet the residents' needs and analysis of the housing stock shows if these needs are met. Housing programs can then be tailored to balance the City's needs and resources.

This section provides existing and projected characteristics of the population and housing stock. It classifies individuals and households that may have special housing needs and evaluates the utilization of the housing stock. Sources of data for this needs analysis include the 1990 Census; the West Covina Comprehensive Housing Affordability Strategy (CHAS) for FY 1994-99; the 1994 housing condition and rent surveys; and telephone interviews with public and private agencies.

### **A. HISTORY**

West Covina attracted its first settlers at the turn of the century with alluvial soils and an adequate water supply. The City began as an agricultural community with crops of walnuts, wheat and citrus. In 1923, its 500 residents incorporated to prevent the City of Covina from establishing a sewage plant in the area. Growth was slow during the next two decades, due to the depression and the war. West Covina remained a small agricultural town until the 1950s.

During the 1950s, the City's growth was one of the fastest in the nation, due to growth throughout southern California, nationwide migration, the opening of the San Bernardino Freeway, and annexation of 1,500 acres by the City. During the 1960s, the City experienced slower growth and has since then grown at a more steady pace. With most parcels now developed, the City expects even less growth in future years.

West Covina's 17-square mile area is basically devoted to residential uses. A large percentage of residents commute to other cities for work. Commercial activities are concentrated around the civic center and two regional malls near the San Bernardino Freeway and the Azusa Avenue corridor.

### **B. POPULATION CHARACTERISTICS**

#### **Population Growth**

The City of West Covina incorporated with 500 residents in 1923. By 1945, it had 1,621 residents. The surge in population in the City occurred from 1950-1960 when West Covina's population increased tenfold during the decade. By 1960, the City was relatively built out.

The 1990 U.S. Census estimated the population of West Covina to be 96,086 persons, representing a 20 percent growth from 1980 (refer to Table 2). This is slightly above the County average of 18.5 percent, but is significantly below that of its surrounding communities. The period of greatest growth in West Covina was during the 1950s. Since then, population growth has slowed. Due to the lack of vacant land, the rate of population growth will continue to slow.

**TABLE 2**  
**POPULATION TRENDS:**  
**WEST COVINA AND SURROUNDING AREAS**  
**1980 and 1990**

JURISDICTION	1980	1990	10-YEAR GROWTH RATE
Baldwin Park	50,544	69,330	37.2%
Covina	33,751	43,207	28.0%
El Monte	79,494	106,209	33.6%
Walnut	12,478	29,105	133.3%
<b>West Covina</b>	<b>80,291</b>	<b>96,086</b>	<b>19.7%</b>
Los Angeles County	7,477,503	8,863,164	18.5%

Source: U.S. Department of Commerce, 1980 and 1990 Census.

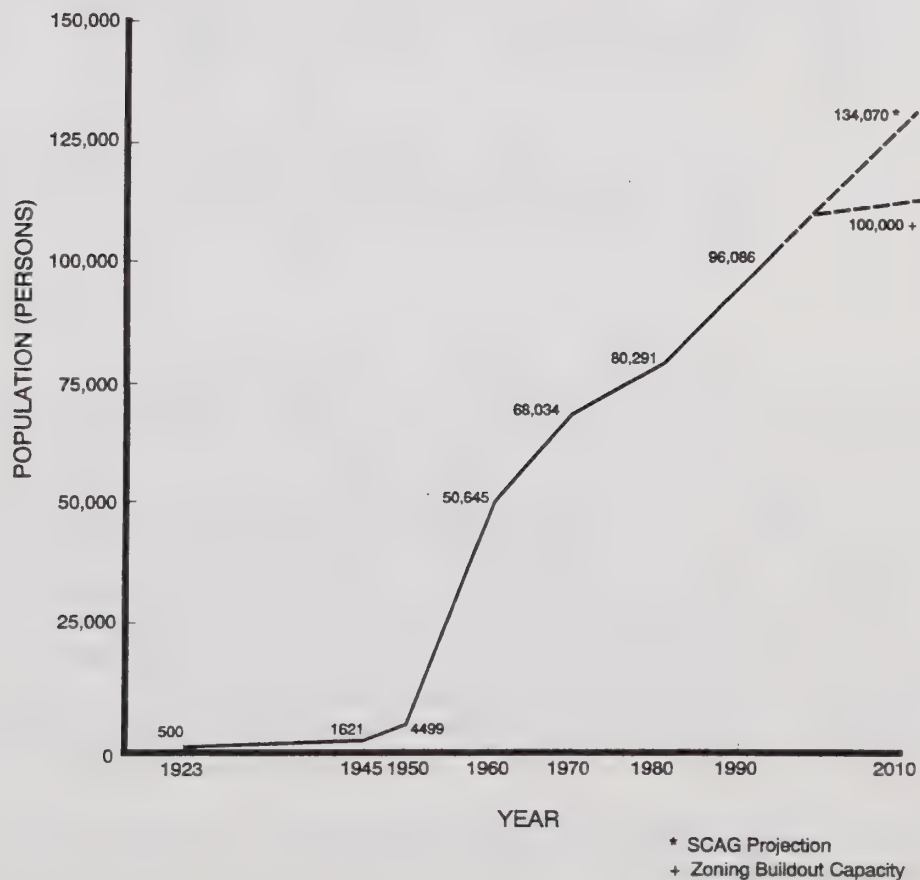
Projections by the Southern California Association of Governments (SCAG) for population growth in the region show that West Covina is expected have 134,070 residents by 2010. This estimate may have been based on an inflated growth rate with the development of Woodside Village, a large planned development located on the south side of the city. The actual expected growth rate will probably be less than the projected rate if the increasing shortage of available vacant land in the City to accommodate future growth is considered. Table 3 and Figure 1 show the City's population growth from 1923 to 1990 and projections to the year 2010.

**TABLE 3**  
**POPULATION TRENDS: WEST COVINA**  
**1923-2010**

Year	Population	Annual Growth Rate (Percent)
1923	500	---
1945	1,621	10.2
1950	4,499	35.5
1960	50,645	102.6
1970	68,034	3.4
1980	80,291	1.8
1990	96,086	2.0
2010	134,070	2.0

Sources:

- (1) U.S. 1990 Census
- (2) SCAG Growth Management Plan, 1989.



## **Age Composition**

The age structure of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. Table 4 illustrates the age distribution of West Covina residents in 1970, 1980, and 1990.

In the 1970 census report, the largest age groups of West Covina residents were in the 10-14, 35-44, and 45-54 age cohorts. There was a decrease in the number of young teenagers (10 to 14 years old) and mature adults (35 to 54 years old) between 1970 and 1980, while all other age groups increased. Particularly, adults between 25 to 34 years of age became the largest age group in West Covina in 1980.

In 1980, the median age in West Covina was 29.4, slightly below the 29.8 Countywide median age. Based on 1990 Census data, the median age in West Covina has risen to 31.1, slightly more than the 1990 County median of 30.7. The rising median age reflects increases in the adult (25-44) and elderly (65+) populations and proportional decreases in school age children (5-19) and young adult (20-24) populations. The proportion of elderly persons in West Covina evidenced a significant increase from 5.6 percent in 1980 to 8.7 percent in 1990, indicating a potential need for specialized senior citizen housing. The declining school age population is confirmed by the closure of several schools due to declining enrollment. In 1990, adults between 25 to 34 remained the largest age group in West Covina, indicating the increase in potential first-time homebuyers in the City.

**TABLE 4**  
**CITY OF WEST COVINA**  
**AGE CHARACTERISTICS OF POPULATION**  
**1970 - 1990**

Age Range	1970		1980		1990	
	No. of Persons	% of Population	No. of Persons	% of Population	No. of Persons	% of Population
0-4	4,919	7.2%	6,082	7.6%	7,807	8.1%
5-9	3,965	5.8%	5,890	7.3%	7,230	7.5%
10-14	7,536	11.1%	6,501	8.1%	7,116	7.4%
14-19	6,556	9.6%	8,042	10.0%	7,424	7.7%
20-24	4,020	5.9%	8,074	10.0%	7,951	8.3%
25-34	8,148	12.0%	14,530	18.1%	17,407	18.1%
35-44	10,246	15.0%	10,215	12.7%	15,250	15.9%
45-54	9,334	13.7%	9,127	11.4%	96,44	10.0%
55-64	3,930	5.8%	7,355	9.2%	7,904	8.2%
65-74	1,590	2.3%	3,011	3.8%	5,589	5.8%
75 +	981	1.4%	1,464	1.8%	2,768	2.9%
Total	68,034		80,291		96,086	
Male	33,830	49.7%	39,751	49.5%	47,137	49.0%
Female	34,204	50.3%	40,540	50.5%	48,949	51.0%
Median Age	**		29.4		31.1	

Source: U.S. Department of Commerce, 1970, 1980, and 1990 Census.

\*\* Median age was not a reported field in the 1970 Census reports.

## Race and Ethnicity

West Covina had a predominantly White population in 1970 and 1980, with persons of white origin making up 85.2 percent of the total population in 1970 and 64.8 percent in 1980. The proportion of White persons in the population fell by over 20 percent between 1980 and 1990, and the proportion of Hispanics rose by almost 14 percent during the same time period. This change may be due to the revised definition of Hispanics for the 1990 Census (i.e., Hispanics were identified as a separate ethnic group in 1990), rather than an actual shift in the ethnicity of West Covina's population. Two other noticeable changes in the population between 1980 and 1990 are that the Black population increased by 3,246 persons to 8 percent of the population, and the Asian population increased dramatically, from 3,029 persons in 1980 to 15,675 persons or 16 percent of the population in 1990 (see Table 5).

Figure 2 shows minority concentrations in 1990 by census tract. Concentrations are defined relative to Los Angeles County averages for each racial/ethnic group.

A "concentration" is defined as exceeding the County average for a specific group; a "moderate concentration" refers to at least double the County average for a particular group; and a "high concentration" refers to at least triple the County average for a particular group. As shown in Figure 2, concentrations of Hispanic persons can be found in eight census tracts.

Fifteen tracts in the City have above County average for Asian persons, including four tracts with moderate concentrations and one tract (4081.31) with a high concentration. This high concentration of Asian persons is located in neighborhoods at the southern edge of the City and are bounded by Amar Road to the north, Nogales Street to the east, Renault to the south, and Azusa Avenue to the west.

The Black population in West Covina has increased significantly since 1980, with six tracts now having an above County average of Black persons. All six tracts are located in the southern section of the City. Also, Figure 2 reveals that a number of census tracts in the City have a mix of minority groups.

**TABLE 5**  
**CITY OF WEST COVINA**  
**ETHNICITY: 1970 - 1990**

Ethnicity/Race	1970		1980		1990	
	#	%	#	%	#	%
White (non-Hispanic)	57,949	85.2	52,046	64.8	38,831	40.4
Black (non-Hispanic)	1,271	1.9	4,517	5.6	7,763	8.1
Native American (non-Hispanic)	---	---	277	.34	343	0.36
Asian and Pacific Islanders (non-Hispanic)	---	---	3,029	3.8	15,675	16.3
Other (non-Hispanic)	988	1.4	3,568	4.4	221	0.23
Hispanic (all races)	7,826	11.5	16,854	21.0	33,253	34.6
Total Population	68,034	100.0	80,291	100.0	96,086	100.0

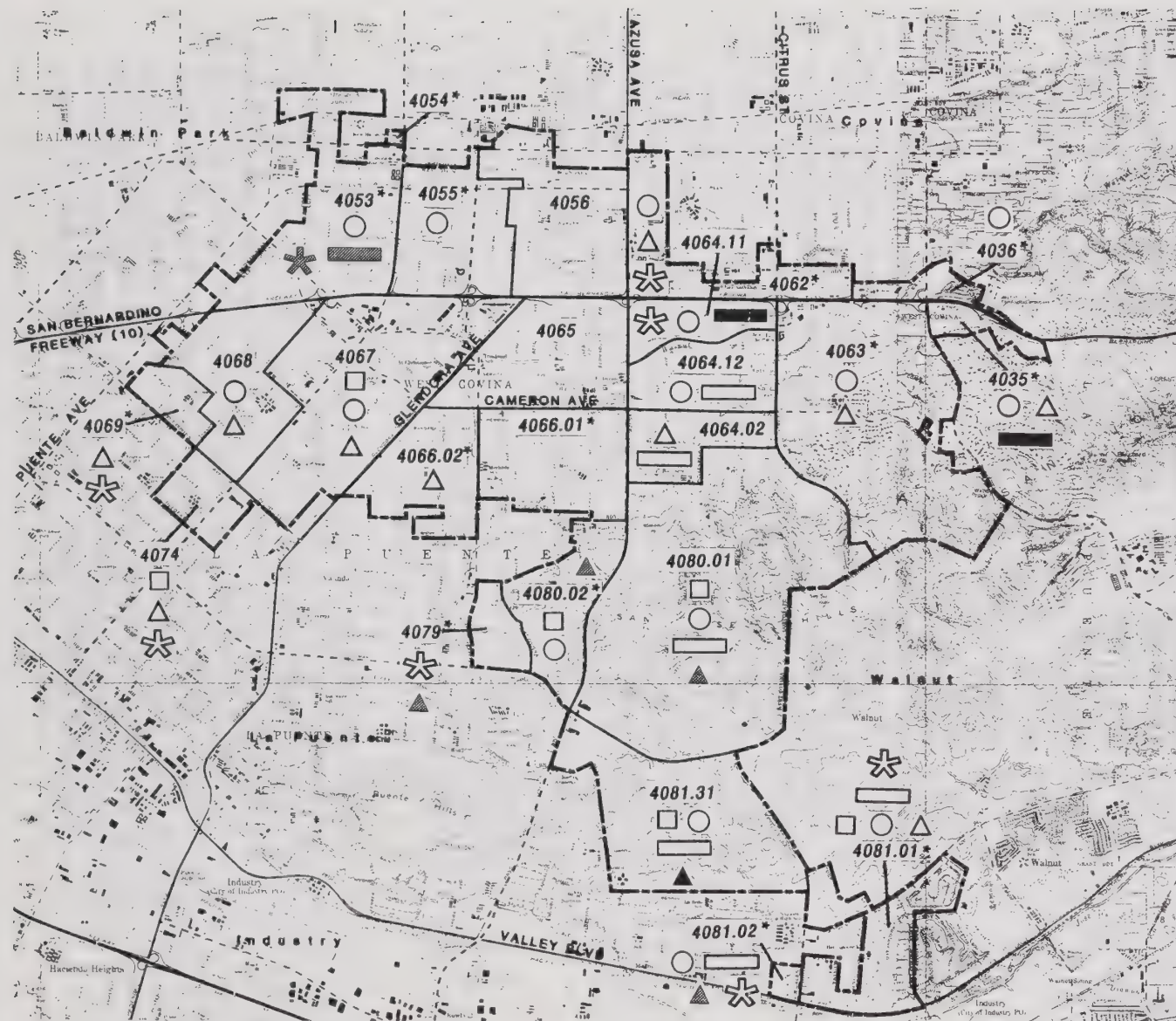
Sources:

- (1) City of West Covina 1990 Housing Element.
- (2) 1970, 1980, 1990 U.S. Census reports.





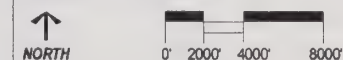
**Figure 2**  
**Concentrations of**  
**Minority Populations**  
**by Census Tract**



- 000.00 Census Tract Number
- Concentration
- Moderate
- High
- Black
- American Indian
- Asian
- Hispanic(All Races)
- Other

**NOTE:**  
**Concentration:** Percentage of minority population exceeds the county average, but is less than twice the county average.  
**Moderate:** Percentage of minority population exceeds twice the county average, but is less than three times the county average.  
**High:** Percentage of minority population exceeds three times the county average.

**SOURCE:** 1990 U.S. Census.



\* Although these census tracts are not entirely within the City of West Covina, only census data from the City of West Covina was included in this report



## **Disability**

According to the 1990 Census, 8,368 persons in West Covina were classified as disabled. That is, they had a work, mobility, or self-care limitation.

From a housing perspective, there are three different types of disabled persons, with varying housing needs: 1) the developmentally disabled; 2) the physically disabled; and 3) the mentally disabled. These three groups, especially the low income members, often share a common housing need during the restoration process from a serious disability. This may range from required institutional care to facilities allowing for partial or complete independence. The first need is for a transitional living facility, usually licensed board and care facilities, or shared housing or group quarters which include on-site professional or paraprofessional support. The second common need is for very low or low cost housing, with the appropriate amenities, into which the individual can move when he or she no longer requires institutional or group support. Despite assistance from the Federal government and local organizations, the unique housing needs of many of the disabled remain unmet.

The Department of Social Services Licensing Division documents group homes and other residential care facilities for the disabled by jurisdiction. Each facility on the State's list may indicate a preference for the type of disabled persons (developmentally, mentally, and physically) to be served by the facility. Based on facility preference, 15 facilities in West Covina serve developmentally disabled persons. These facilities have a combined capacity of 77 beds (12 beds for persons age 0 to 17 and 65 beds for persons age 18 to 59). There are also four facilities in West Covina that indicated a preference to serve mentally disabled persons (4 beds for persons age 0 to 17 and 18 beds for persons age 18 to 59). While there is no facility with a preference to serve physically disabled persons, several of the facilities for developmentally and mentally disabled persons also indicated that they have the capacity to serve non-ambulatory persons.

The Services Center for Independent Living (SCIL), located in the City of Claremont, provides information and referral services for the elderly and people with physical and mental disabilities, including assisting clients with applications for the HUD rental subsidy program.

The City has established programs to address the housing needs of the disabled persons. To facilitate the development of affordable housing for the disabled, the City provides fast-tracking and priority processing for low-income housing projects for persons with special needs. To reduce housing discrimination against disabled persons, the City continues to contract with the San Gabriel Valley Fair Housing Council to provide fair housing services for its residents. The City also promotes accessible housing for the disabled through retrofitting existing units and enforcing the State accessibility standards for new construction. The Dial-a-Ride services operated by the City also increase disabled persons' access to a range of housing types and enable them to live independently.

## Homelessness

Due to their dispersed locations and transient character, it is difficult to derive an exact size of the homeless population in West Covina. Characteristics of the homeless in West Covina were obtained from the Los Angeles County 1993 Social Service Resource Directory and the City's FY 1994-98 CHAS, which included a survey of homeless services and facilities.

Shelter Partnership's most recent study of the homeless population estimates that between 38,000 and 69,000 people are homeless in Los Angeles County on any given night of the year. This breaks down to 5,500 families, or about 15,000 family members, and from 28,000 to 53,000 adult, unattached individuals. Of the family members who are homeless, approximately 11,000 are children and the remaining 4,000 are parents. The percentage breakdown indicated by Shelter Partnership's numbers is in line with the recent *U.S. Conference of Mayors Status Report on Hunger and Homelessness in America's Cities*, which found that, overall, homeless families represent 35 percent of the homeless population, men who are on their own represent 50 percent, women on their own 12 percent, and runaway or "unaccompanied" youth 3 percent. Based on the above County-wide assumptions, the West Covina CHAS estimates that approximately 192 homeless persons can be found in the City at any given time.

There are relatively few homeless service providers in, and in close proximity to, West Covina. The Salvation Army in West Covina provides motel vouchers for emergency housing and food. A YWCA program, called Women in Need Growing Strong, offers a maximum of 45 days shelter for single women, women and children, and battered women.

Aside from these, the nearest shelters are in Pomona, seven miles away. There is also a shelter for families in Baldwin Park that offers transitional housing for families.

Lutheran Social Services in West Covina provides comprehensive emergency assistance to the homeless. Other local organizations that provide assistance in the form of food and/or clothes and referrals include: the American Red Cross, the Salvation Army, Saint Francis of Rome Church, and the West Covina Food Bank.

The facility and service needs of homeless families and individuals in general include emergency shelter, transitional housing, social services such as job training and counseling, and mental and general health services. Victims of domestic violence need shelter and social services to assist in the transition to independent living. Additional services and transitional housing is needed for families with children, the fastest growing subpopulation of the homeless, as well as single men, a group which appears to be underserved in the West Covina vicinity.

West Covina will continue to use CDBG funds to support agencies providing services to the homeless and persons at risk of becoming homeless, including working with the Salvation Army to provide motel vouchers for persons and families in need. The City will also support the efforts by local non-profits to expand the transitional and temporary housing units with support services in the City. Specifically, the City will modify its zoning ordinance to permit transitional housing in appropriate residential zones and emergency housing in commercial and industrial zones, subject to approval of a Conditional Use Permit (CUP).

## **C. HOUSEHOLD CHARACTERISTICS**

Information on household characteristics is an important component to aid in understanding growth and changing housing needs in a community. The Bureau of the Census defines a household as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, and unrelated individuals living together. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households.

### **Household Composition and Size**

In 1970, there were 19,146 households in the City. By 1980 this had grown to 26,442, which is equal to a 3.81 percent annual increase. In 1990, the Census estimated the number of households in West Covina to be 30,096. This represents a 1.4 percent annual increase since 1980.

As shown in Table 6, West Covina is a family-oriented community with approximately 80 percent of its households in 1990 consisting of families. This proportion of family households is significantly greater than the County-wide proportion of 67.4 percent. Single-person households represented the second largest household group, comprising about 15 percent of all households in West Covina. About one-third (1,434) of these single-person households are elderly persons. Approximately five percent of the City's households fell within the "Other" category, which are households consisting of unrelated people living together.

Household size is an important indicator identifying sources of population growth, as well as overcrowding in individual housing units. A city's average household size will increase over time if there is a trend toward larger families. In communities where the population is aging, the average household size may actually decline.

Average household size in West Covina increased slightly from 3.02 persons per household in 1980 to 3.18 persons per household in 1990. Owner-occupied households averaged a slightly greater number of persons per unit (3.25) than did renter-occupied households (3.03). These numbers are slightly higher than the

Los Angeles County averages of 2.83 persons per renter-occupied unit and 2.86 persons per owner-occupied unit.

**TABLE 6**  
**CITY OF WEST COVINA AND LOS ANGELES COUNTY**  
**HOUSEHOLD TYPE - 1990**

HOUSEHOLD TYPE	WEST COVINA		LOS ANGELES COUNTY	
	NO. OF HOUSEHOLDS	% OF TOTAL	NO. OF HOUSEHOLDS	% OF TOTAL
Families	24,061	79.9%	2,013,926	67.4%
Singles	4,415	14.7%	745,936	25.0%
Other	1,620	5.4%	229,690	7.6%
Total	30,096	100.0%	2,989,552	100.0%

Source: U.S. Department of Commerce, 1990 Census.

### Large Households and Overcrowding

Large households require larger dwelling units which may not be readily available at costs they can afford. A "large" household is one having five or more members. Since an increase in the number of members does not necessarily increase the earning capacity of a household proportionately, this results in a need for large but inexpensive housing. There were 4,305 large households in the City in 1980 or 16.3 percent of the total households. The 1990 Census reported 5,992 large households in the City, representing 20 percent of the City's total households. The City's CHAS indicates that 912 large family renters were lower income and in need of rental assistance, and 169 moderate income large family households were in need of rental assistance.

Overcrowding is another indicator of housing affordability. Unit overcrowding is caused by the combined effect of low earning and high housing costs in a community, and reflects the inability of households to buy or rent housing that provides a reasonable level of privacy. The Census defines overcrowded households as households with greater than 1.01 persons per room, excluding bathrooms, kitchens, hallways, and porches, while severe overcrowding is defined as more than 1.5 persons per room.

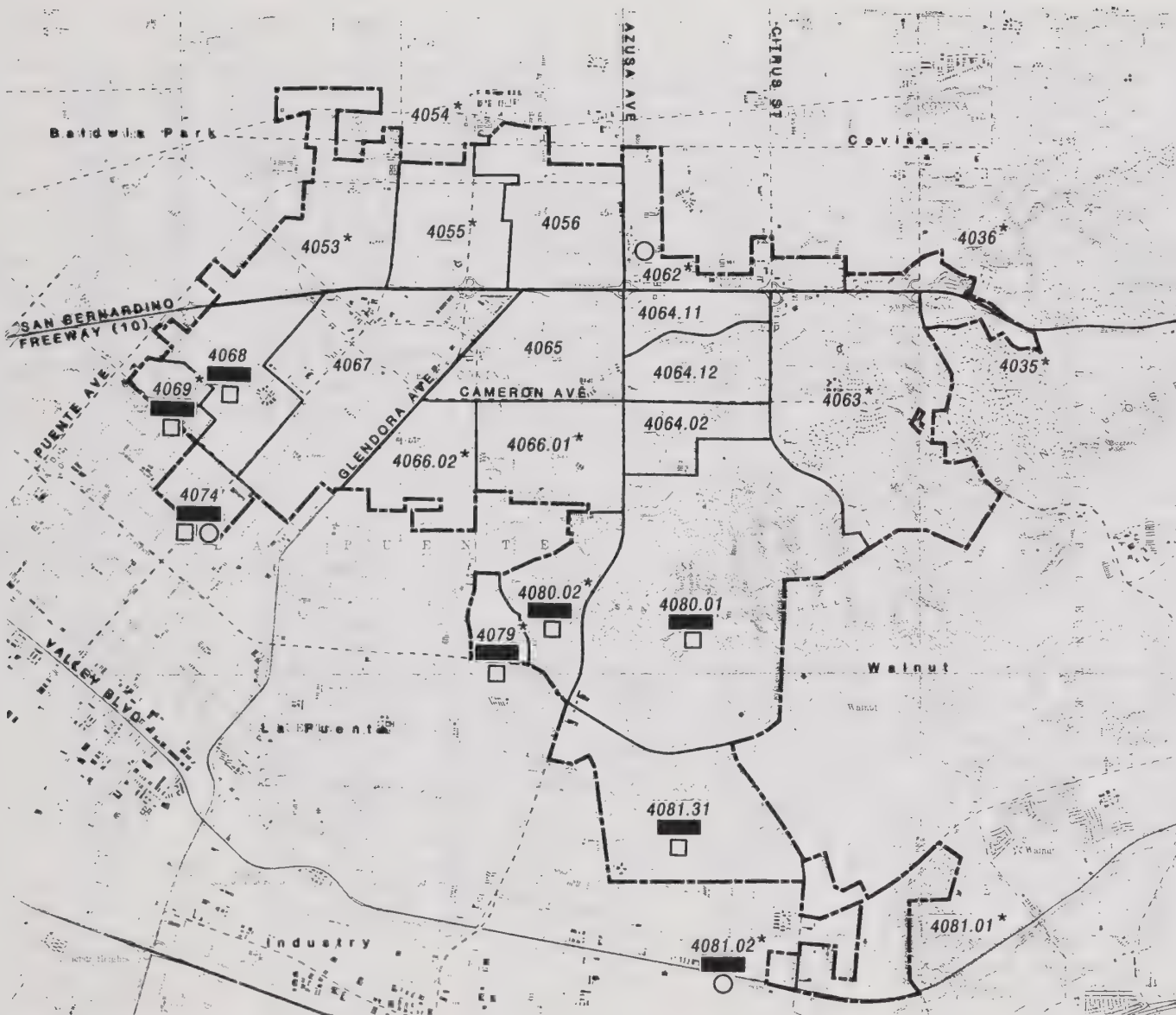
The 1980 census reported that 1,279 households in the City lived in overcrowded conditions, representing 4.85 percent of all occupied housing units. The 1990 Census reported a significant increase in overcrowding in West Covina over 1980, with 3,971 cases of overcrowding in the City (13.2 percent). The proportion of overcrowded households County-wide was 19.2 percent. Of the City's

overcrowded households in 1990, 1,813, or 46 percent, were identified as severely overcrowded.

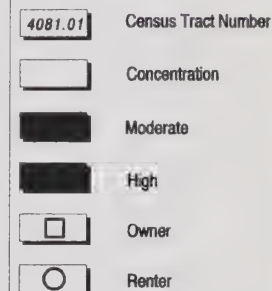
Figure 3 shows concentrations of overcrowded households in the City in 1990. A "concentration" is defined as exceeding the County average for the proportion of overcrowded households; a "moderate concentration" refers to at least double the County average; and a "high concentration" refers to at least triple the County average. Ten of the City's census tracts have higher concentrations of overcrowded owner-households than the County as a whole. Eight of these tracts are located at the southwestern edge of the City. Two census tracts have concentrations of overcrowded renter-households. Generally, the larger the housing unit, the less affordable the unit is likely to be. City efforts should therefore include the development of affordable large units in the City.

West Covina contracts with the Baldwin Park Housing Authority to administer its Section 8 Rental Assistance and Housing Voucher programs. The programs give priority status to severely overcrowded households. The City also uses fast-tracking/priority processing, modified development standards, and financial subsidies using redevelopment set-aside funds to encourage development of low income housing projects. First-Time Homebuyer Program is also introduced to provide affordable homeownership opportunities for lower and moderate income households.





**Figure 3**  
**Concentrations of**  
**Overcrowded Households**



**NOTE:**  
**Concentration:** Percentage of overcrowded households exceeds the county average, but is less than twice the county average.  
**Moderate:** Percentage of overcrowded households exceeds twice the county average, but is less than three times the county average.  
**High:** Percentage of overcrowded households exceeds three times the county average.

SOURCE: 1990 U.S. Census.



\* Although these census tracts are not entirely within the City of West Covina, only census data from the City of West Covina was included in this report.



## **Elderly Households**

The population over 65 years of age has four main concerns:

- (1) *Income:* People over 65 are usually retired and living on a fixed income;
- (2) *Health Care:* Because the elderly have a higher rate of illness and dependency, health care and supportive housing is important.
- (3) *Transportation:* Many seniors use public transit. However, a significant number of seniors have disabilities and require alternatives to transit.
- (4) *Housing:* Many live alone and rent. Also, the affordability of housing and maintenance costs are of significant concern for many elderly persons.

These characteristics indicate a need for smaller, lower cost housing units with easy access to transit and health care facilities.

The housing needs of the elderly and persons with disabilities who require supportive services include - in addition to architectural design features that accommodate physical disabilities - access to health care, grocery stores, pharmacies, and a convenient, economical means of transportation. Location, planning and design of these facilities should enhance social communication and independence.

According to the 1990 Census, there are an estimated 8,357 elderly persons (65+ years of age) in the City of West Covina. Of these, approximately 35 percent, or 2,906, are considered frail elderly persons (persons with one or more limitations to daily activities). The Census also reported 4,688 elderly households in the City in 1990. Of these households, 1,094 are renter-households and 3,594 are owner-households. Approximately eighty percent of the elderly renter-households in the City are lower income households in need of housing assistance.

The City has undertaken a proactive program to assist in the development of affordable senior housing, thereby allowing seniors to remain in independent living situations and avoid premature institutionalization. Housing needs of the City's elderly are further addressed through City housing programs for rental subsidies, mobile home rent control, home sharing, and housing rehabilitation assistance.

## **Female-headed Households**

Single-parent households require special consideration and assistance because of their greater need for day care, health care, and other facilities. Female-headed

households with children in particular, tend to have lower incomes, thus limiting housing availability for this group.

In 1980, there were 2,664 female-headed households or 10 percent of the total households in the City; 430 of these households were below poverty level and 1,572 or 59 percent had children below 18. In 1990, West Covina had 3,938 female-headed family households, 2,263 or 57 percent with children under 18 years of age and 623 had incomes below the poverty line. (Households are classified below the appropriate poverty level when the total 1989 income of the family or of the nonfamily householder is below the appropriate poverty threshold. The poverty thresholds are revised annually to allow for changes in the cost of living as reflected in the Consumer Price Index. The average poverty threshold for a family of four persons was \$12,674 in 1989.)

A number of the City's female-headed households are also elderly and can be assisted by housing programs targeted towards seniors, such as specialized senior citizen housing and rehabilitation assistance. Female-headed households can also benefit from overall programs for affordability, including rent subsidies, first-time homebuyer assistance and mortgage debt reduction.

### **Household Income**

Low-income households often cannot afford market-rate housing. The housing market does not readily provide low-income units because the economic returns of such investment are not attractive to private developers. Government has intervened to set up programs that help low and moderate income households find adequate housing. Federal, state, county, and local funds, programs, and bonds provide incentives to make affordable housing more lucrative investments. Several of these programs are currently in place in West Covina, as discussed in Section VI, Housing Plan of this Element.

The Census reports income information based on money earned in the previous year. According to the 1980 Census, the 1979 median household income of West Covina residents was \$24,376. This made the city an upper income community when compared to the Los Angeles County median income of \$17,551. Despite this median, 1,284 households or 4.9 percent had incomes below the federally-defined poverty level in 1979. The 1980 Census also reported 1,362 households (5.1 percent) were receiving public assistance and 3,643 (13.8 percent) had social security income. Based on the 1990 Census, the number of households receiving public assistance and social security income in 1989 increased to 2,373 (7.8 percent) and 5,780 (19.2 percent) respectively, and the number of households with incomes below the poverty level increased slightly to 1,391 (5.7 percent) families. The 1989 median household income in West Covina was \$42,481.

For purposes of the Five-Year CHAS for FY 1994-99, HUD has established the following income categories based on the Median Family Income (MFI) for the Metropolitan Statistical Area (MSA).

- Very Low Income (0-50% of Area MFI)
- Other Low Income (51-80% of Area MFI)
- Moderate Income (81-95% of Area MFI)

Based on the 1990 Census data, the 1989 Median Family Income (MFI) for the Los Angeles-Long Beach MSA was established by HUD at \$39,034. Given this 1989 MFI, Very Low Income is defined as households earning no greater than \$19,517, Other Low Income earn up to \$31,227, and Moderate Income earn up to \$37,082.

Based on the above criteria, 18 percent of West Covina's total households in 1990 were Very Low Income, 15 percent were Other Low Income, and 10 percent were Moderate Income households. Thus, lower income (Very Low and Other Low) households comprised 33 percent of the City's total households. Overall, there was little difference between the proportion of Very Low Income households that were minorities and those that were White.

Figure 4 illustrates the geographic distribution and concentration of the City's lower income households by census tract. There are no census tracts in the City that fall into the very low income category. Two census tracts (4035 and 4036) located in the eastern portion of the City qualified as low income (i.e. median income was between 51-80% of the Area Median Family Income of \$39,034). Tract 4035 had a high concentration of elderly households (36 percent) in 1990. Tract 4036 had a high concentration of large families with dependent children; 35 percent of the tract's total population was under 18 years of age in 1990.



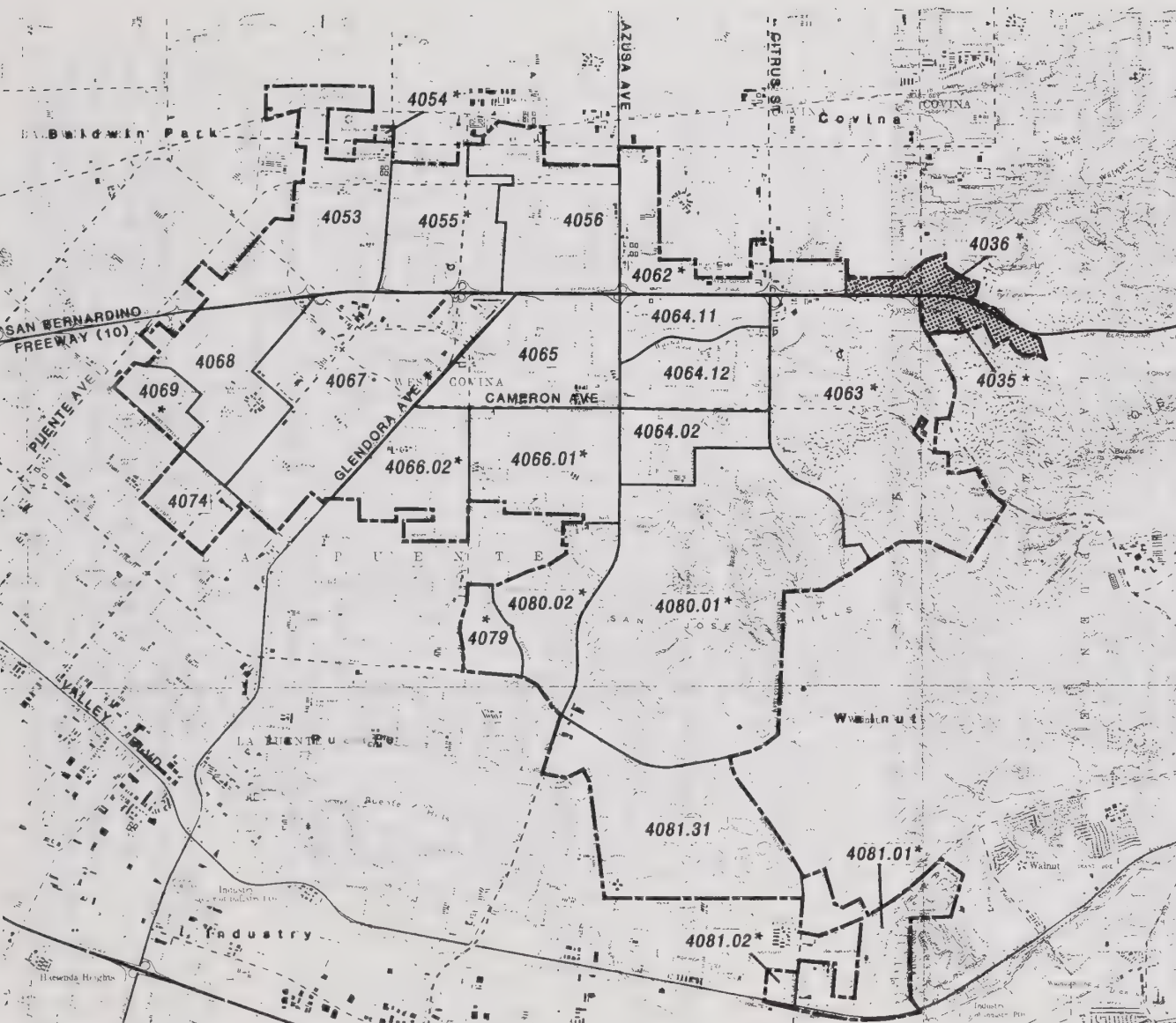
**Figure 4**  
**Concentrations of**  
**Low Income Households**  
**by Census Tract**

000.00 Census Tract Number  
 Low-Income

NOTE: A very low income tract is defined as one with a median income at or less than 50% of the Area Median Family Income (MFI); a Low Income Tract had a median income between 51 and 80% of the Area MFI. For the purposes of the CHAS, HUD has established the Area MFI for the City of West Covina at \$39,034. No tracts within the City fall under the very low income category.

SOURCE: 1990 U.S. Census/CHAS Data Book

NORTH  
 0' 2000' 4000' 8000'



\* Although these census tracts are not entirely within the City of West Covina, only census data from the City of West Covina was included in this report



## D. EMPLOYMENT

An assessment of the prospective need for market rate housing must take into consideration the type of employment held by residents of the City. The labor force in 1980 was 55,986 residents, 41,887 or 75 percent of which were employed. In 1990, the Census estimated that 50,333 West Covina residents were in the labor force and 47,838 were employed. In 1980, 4.7 percent of the West Covina labor force was unemployed. In 1990, the unemployment rate increased slightly to 5.0 percent, which is still below the County average of 7.4 percent. In 1990, unemployment rates by race were: Whites, 5.2 percent; Blacks, 6.9 percent; American Indian, Eskimo, or Aleut, 5.7 percent; Asian or Pacific Islanders, 3.5 percent; other races, 4.4 percent (these numbers include persons of Hispanic origin). As an ethnic group, persons of Hispanic origin had an unemployment rate of 5.5 percent.

Table 7 shows the occupation of West Covina residents in 1980 and 1990. As shown in Table 7, between 1980 and 1990, the proportion of West Covina residents holding managerial and executive positions had remained relatively stable, while the number and proportion of residents holding precision production/craft and operator/laborer positions had declined.

**TABLE 7**  
**OCCUPATION OF WEST COVINA RESIDENTS**  
**1980 AND 1990**

OCCUPATION	1980		1990	
	NO. OF PERSONS	% OF TOTAL	NO. OF PERSONS	% OF TOTAL
Managerial/Professional	10,908	26.0%	12,309	25.8%
Technical/Sales/Admin.	14,845	35.4%	18,696	39.2%
Service	3,871	9.2%	4,769	10.0%
Farming/Forestry/Fishing	194	0.5%	302	0.6%
Precision Production/Craft	5,785	13.8%	5,470	11.5%
Operator/Fabricator/Laborer	6,285	15.0%	6,181	12.9%
	41,887	100.0%	47,727	100.0%

Source: U.S. Department of Commerce, 1980 and 1990 Census reports.

The Industrial Commercial Employment Report of the Private Industry Council shows that employment opportunities within West Covina in 1984 were only 39.4 percent of the total number of employed persons. The majority of these jobs were in retail and service industries, rather than manufacturing and managerial/professional jobs held by residents. Most of the employed West Covina residents held jobs outside the city. West Covina's employment center is

located in the commercial districts along the San Bernardino Freeway. Table 8 shows changes in employment in the city between 1976 and 1984. There were increases in the construction and wholesale industries. The 25.7 percent growth also suggested an overall expansion of the City's labor market during late 1970s and early 1980s.

Farmworkers are considered a special housing group because they need affordable housing near their places of work on a seasonal, rather than year-round basis. The number of farmworkers in West Covina was 194 in 1980 and 362 in 1990, representing 0.4 percent and 0.8 percent of the City's 1980 and 1990 labor force, respectively. Most farmworkers in West Covina work in other areas. This included jobs in gardening, landscape maintenance, and in nurseries and stables. As the City is approaching buildout, farmland has continued to be converted so that most remaining agricultural uses are specialty nurseries or stables which do not employ migrant farmworkers.

**TABLE 8  
EMPLOYMENT IN WEST COVINA  
1976 AND 1984**

INDUSTRY	1976	1984	% OF CHANGE
Agriculture	56*	79*	41.1%
Mining	0	0	0.0%
Construction	258	434*	68.2%
Manufacturing	639	678	6.1%
Transportation/Communication	72	80*	11.1%
Wholesale Trade	163	282	73.0%
Retail Trade	3,700*	4,125*	11.5%
Finance	888*	1,299*	46.3%
Services	4,265*	5,729*	34.3%
Public Administration	2,770*	--*	--
Nonclassified	30	21	5.0%
Other	13	160	1,330.8%
Total	13,131	16,509	25.7%

Note:

\* Figures do not add up due to suppression of some data for purposes of maintaining confidentiality required by law.

Source: Industrial Commercial Employment Report based on workers compensation reports for 1976 and 1984.

## E. HOUSING CHARACTERISTICS

### Housing Growth

In 1970, the city had 19,154 dwelling units. Between 1970 and 1980, the City experienced a housing boom and its housing stock grew significantly by 43 percent (8,221 units). Between 1980 and 1990, the City's housing stock grew only modestly compared to its neighboring communities due to the limited residentially zoned vacant properties remaining for development. As shown in Table 9, West Covina experienced a 13.6 percent increase in the number of housing units between 1980 and 1990, whereas the City of Covina grew by 28 percent and the City of Walnut grew by 135 percent.

Future residential growth in West Covina will be accommodated in the remaining single-family subdivisions (primarily South Hills), on underdeveloped residential lots, with second units, and through the development of surplus school sites, which have been designated as residential planned development areas. Because of the lack of vacant land suitable for residential development, very little additional housing will be obtained through development of vacant land.

**TABLE 9**  
**HOUSING TRENDS: WEST COVINA AND SURROUNDING AREAS**  
**1970-1990**

JURISDICTION	TOTAL HOUSING UNITS			GROWTH RATE	
	1970(a)	1980(a)	1990 (b)	1970-1980	1980-1990
Baldwin Park	13,681	14,353	17,179	4.9%	19.7%
Covina	9,798	12,614	16,110	28.7%	27.7%
El Monte	23,678	25,393	27,167	7.2%	7.0%
Walnut	---	3,443	8,091	---	135.0%
<b>West Covina</b>	<b>19,154</b>	<b>27,375</b>	<b>31,112</b>	<b>42.9%</b>	<b>13.6%</b>
Los Angeles County	2,538,910	2,855,578	3,163,343	12.5%	10.8%

Note: Walnut was not an incorporated city when the 1970 Census was taken.

Sources:

- (a) U.S. Department of Commerce, Bureau of the Census, 1970 and 1980.
- (b) HUD CHAS Data Book, 1993.

## **Type/Tenure**

Single-family housing units make up about 73 percent of West Covina's 1990 housing stock, which is down from 86 percent in 1970, but essentially the same as it was in 1980. Multi-family housing makes up about 27 percent of the City's housing stock, up slightly from 26 percent of all units in 1980. Mobile homes make up less than one percent of the City's housing, up slightly from 1980.

Multiple-family housing typically provides the largest source of both rental and affordable home-ownership opportunities in a community. Mobile homes, also typically considered a source of affordable housing. In 1990, the City of West Covina had an inventory of 594 mobile homes.

The tenure distribution of a community's housing stock (owner versus renter) influences several aspects of the local housing market. Residential mobility is influenced by tenure, with ownership housing evidencing a much lower turnover rate than rental housing. Housing overpayment, while faced by many households regardless of tenure, is far more prevalent among renters. Tenure preferences are primarily related to household income, composition, and age of the householder.

The proportion of owner-occupied housing in West Covina has steadily declined since 1970. In 1970, owner-occupied housing comprised about 77 percent of City's households. This proportion decreased to approximately 71 percent in 1980 and 67 percent in 1990.

## **Vacancy**

A supply of vacant housing units assures households of the availability of other units to accommodate their changing needs. It also serves as a damper to market rents and prices. As shown in Table 10, the 1980 census reported 981 vacant housing units in the City or 3.6 percent of the housing stock. With 1,016 vacant units in 1990, the overall vacancy rate in West Covina was approximately 3.3 percent. As indicated in the City's CHAS, the vacancy rate among rental units was much higher (5.9 percent) than the vacancy rate among owner-occupied units (1.9 percent) in 1990.

**TABLE 10**  
**CITY OF WEST COVINA**  
**HOUSING TYPE**  
**1980-1990**

HOUSING TYPE	1980 (a)		1990 (b)		1980-1990	
	NO. OF UNITS	% OF TOTAL	NO. OF UNITS	% OF TOTAL	NO. OF UNITS	PERCENT CHANGE
Single-Family Total	20,062	73.3%	22,650	72.8%	2,588	12.9%
Multi-Family						
2-4 Units	1,461	5.3%	1,377	4.4%	(84)	(5.7%)
5+ Units	5,682	20.8%	6,491	20.9%	809	14.2%
Total	7,143	26.1%	7,868	25.3%	725	10.1%
Mobile Homes	165	.6%	594	1.9%	429	260.0%
Total Housing Units	27,370		31,112			13.7%
Total Occupied Units	26,389		30,096			14.0%
Owner-Occupied	18,674	70.8%	20,063	66.7%	3,742	20.0%
Renter-Occupied	7,715	29.2%	10,033	33.3%	2,318	30.1%
Vacancy Rate		3.6%		3.3%		

Sources: (a) 1980 Census, Department of Commerce, Bureau of the Census.  
(b) 1990 Census, Department of Commerce, Bureau of the Census.

## Age and Condition

According to the 1990 Census, and as shown in Table 11, approximately 44 percent of the housing units in West Covina were constructed before 1960. Nearly 90 percent of these units were built between 1950 and 1959. The accepted standard for major rehabilitation needs (e.g., replacement of roof, rewiring, replumbing) is when the structure is 30 years old.

**TABLE 11**  
**CITY OF WEST COVINA**  
**AGE OF HOUSING STOCK: 1990**

YEAR BUILT	NUMBER OF UNITS	PERCENT OF TOTAL
1939 or earlier	435	1.4%
1940-1949	1,024	3.3%
1950-1959	12,195	39.2%
1960-1969	5,285	17.0%
1970-1979	8,129	26.1%
1980-March 1990	4,044	13.0%
Total	31,112	100.0%

Source: U.S. Department of Commerce, Bureau of the Census, 1990 Census.

## Housing Conditions Survey

In August 1994, Cotton/Beland/Associates undertook a detailed survey of identified residential areas in the City of West Covina, to assess the existing condition of the housing and to estimate the magnitude of substandard housing in the City. The survey was also intended to provide the City with a detailed account of specific recurring housing conditions in various neighborhoods, which will help the City to design programs which respond to the housing needs of the residents. The targeted residential areas were identified by city housing staff as neighborhoods with homes which had, or were suspected of having, some deteriorated housing conditions.

The survey identified a total of 254 units in substandard condition, including 215 units needing minor repairs and 39 units requiring moderate repairs. A total of 1,197 units were surveyed.

Figure 5 illustrates the seven neighborhoods in the City which were included in the survey. The survey was conducted over a two-day period in which the results of a windshield analysis for each individual home within the targeted areas was

recorded. This methodology was necessary due to the time constraints imposed upon gathering the data, and the impracticality of a conducting a door-to-door survey. The windshield survey, while less comprehensive than some other techniques, permits a larger area to be covered and individual results to be tabulated for each house, thereby avoiding some of the inaccuracies inherent in sampling. What is lost through a windshield analysis of a home's condition, is the ability to identify unseen structural problems, interior deficiencies, and to identify emerging problems.

For each home within the targeted areas, five housing characteristics were examined and rated: the foundation, roofing, siding, windows, and doors. For each housing characteristic, one of following values was assigned in correspondence to the identified condition for the housing characteristic. The range of conditions are assigned values are derived from the Department of Housing and Urban Development (HUD) guidelines for Survey Techniques for Housing Rehabilitation Activities:

<u>Housing Characteristic</u>	<u>Condition</u>	<u>Value</u>
<b>Foundation</b>	Good Condition	0
	Needs partial repair	15
	Needs complete foundation replacement	25
<b>Roofing (including awnings)</b>	No repairs needed	0
	Needs patching	5
	Needs major repairs	10
	Roof needs complete replacement	15
<b>Siding (exterior walls)</b>	No repairs needed	0
	Needs painting	3
	Needs patching and painting	5
	Siding must be replaced and painted	10
<b>Windows (including frame)</b>	No repairs needed	0
	Needs repairs and alignment	5
	Windows need to be replaced with new frames	10
<b>Doors</b>	No repairs needed	0
	Needs painting	1
	Door needs to be replaced	3

Upon completion of the survey, the values for each home were totaled to arrive at an overall score for each house.

**TABLE 12**  
**HOUSING CONDITIONS SURVEY RESULTS**

Subarea	Housing Condition				
	Sound (0-9)	Minor (10-15)	Moderate (16-39)	Substantial (40-55)	Dilapidated (56 +)
1	35	21	2		
2	201	46	3		
3	211	42	10		
4	91	23	3		
5	64	11	4		
6	74	28	6		
7	267	44	11		
<b>Total</b>	943	215	39	--	--

Note: A unit must receive 10 points or more to be counted as in need of rehabilitation.

Source: Cotton/Beland/Associates, Inc., August 1994.

A detailed rating for each unit surveyed is on file at City Hall, and will provide the basis for targeting future rehabilitation assistance. The following is a summary of the general condition for each of the seven targeted areas, as illustrated in Figure 5. The streets given in parenthesis are the general boundary streets of the survey area.

*Area 1* (N - Badillo Street, S - Puente Street, E - Lark Ellen Avenue, W - Vincent Avenue)

Area 1 contains only 58 single-family homes that appear to have been built in the same time period. The housing stock in this area is fair, with approximately one-third (21 units) of the units requiring minor repairs and another two units requiring moderate repair/rehabilitation works. Asphalt and wooden shingle roof repairs along with minor paint and trim work are the most serious problems.

*Area 2* (N - Ramona Boulevard, S - San Bernardino Freeway, E - Orange Avenue, W - City Boundary)

The housing stock in this area is in good condition. The area contains 250 older single-family homes built at various times. The survey indicates that 46 units (18 percent) in Area 2 require minor repairs and

only three units (0.1 percent) require moderate repairs. Asphalt and wooden shingle roof repairs are common problems in the area along with paint and trim repair work. Entire roof replacement is also necessary on a small number of units. The remaining 201 units are in sound condition.

*Area 3* (N - San Bernardino Freeway, S - Walnut Creek Wash, E - Citrus Avenue, W - Lark Ellen Avenue)

The housing stock in this area is generally in good condition. The area contains older single-family homes and a small number of apartments. A total of 263 units were surveyed. The survey results indicate that 42 units (16 percent) require minor repairs such as asphalt and wooden shingle roof repairs and paint and trim repair work. Another ten units (4 percent) require moderate repairs which may require entire roof and window replacement. The majority (211) of the units in Area 3 are in sound condition.

*Area 4* (N - Francisquito Avenue, S - City Boundary, E - Broadmoor Avenue, W - Orange Avenue)

Area 4 contains 117 older single-family homes built at various times. Asphalt and wooden shingle roof repairs are common problems in the area along with paint and trim repair work - 23 units (20 percent) in Area 4 require minor repairs. Only three units (2.6 percent) require moderate repairs such as roof replacement. Overall, the housing stock in Area 4 is in good condition.

*Area 5* (N - Merced Avenue, S - City Boundary, E - Glendora Avenue, W - Valinda Avenue)

The housing stock in Area 5 is in very good condition. The area contains 79 older single-family homes built at various times. Of the 79 units in Area 5, 64 units (81 percent) are in sound condition, 11 units (14 percent) require minor repair works, and four units (5 percent) require moderate repair works.

*Area 6* (N - Merced Avenue, S - Fairgrove Avenue, E - Azusa Avenue, W - Lark Ellen Avenue)

The housing stock in Area 6 is in good condition. The area contains 108 single-family homes built in different time periods. Large two-story homes built on the hillside give way to smaller, older, single-story homes in the valley below. Of the 108 units, 74 units (69 percent) are in sound condition, 28 units (26 percent) require minor repairs, and 6 units (5 percent) require moderate repairs.

*Area 7* (N - La Puente Road, S - Valley Boulevard, E - City Boundary, W - City Boundary)

The housing stock in this area is generally in very good condition. The area contains 322 older single-family homes built at various times. Asphalt and wooden shingle roof repairs are common problems in the area along with paint and trim repair work. Of the 322 units in Area 7, 267 units (83 percent) are in sound condition, 44 units (14 percent) are in need of minor repairs, and 11 units (3 percent) are in need of moderate repairs.

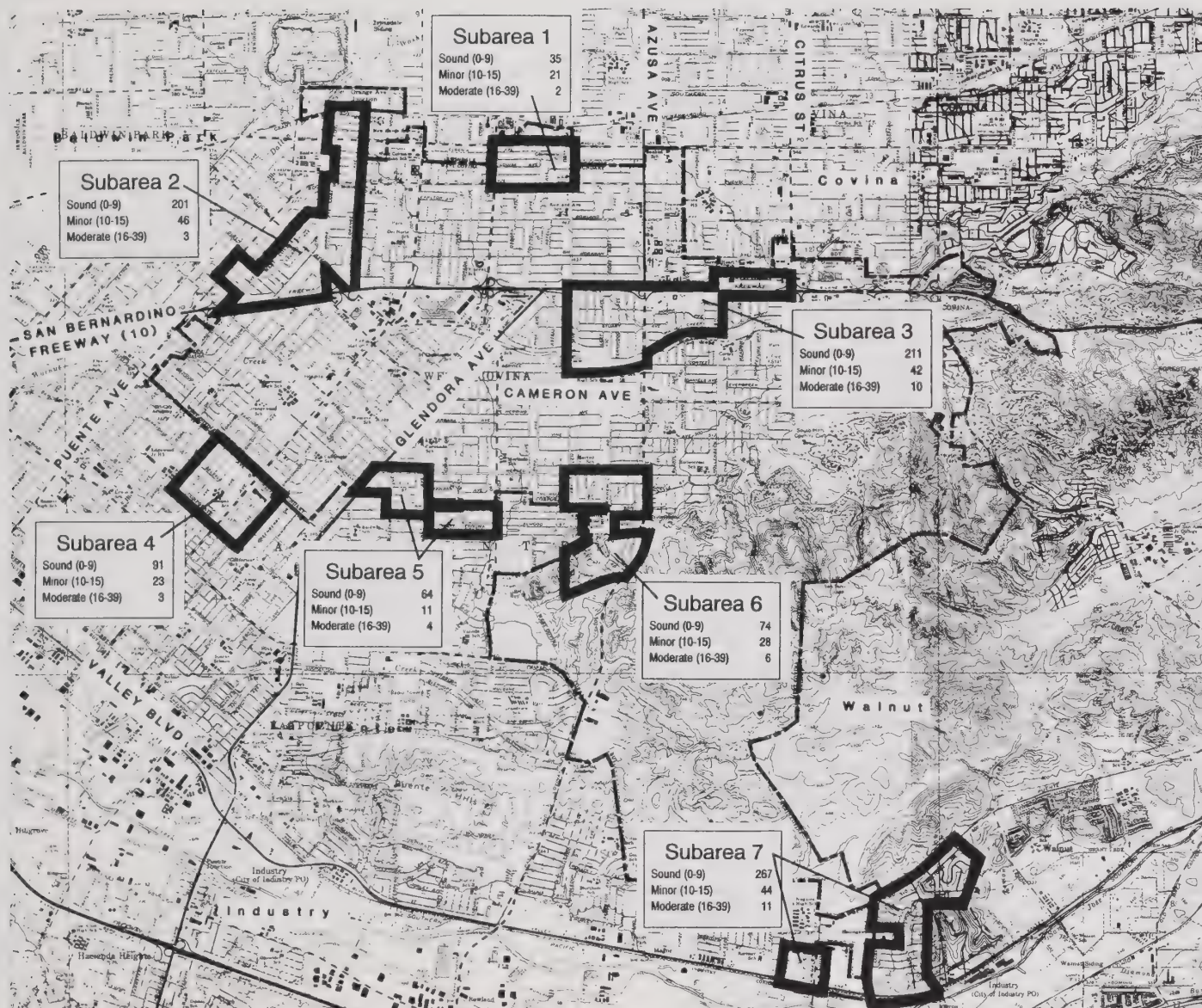


Figure 5  
Housing  
Conditions Survey

 Survey Area

SOURCE: CBA, September 1994.

↑  
NORTH

0' 2000' 4000' 8000'



## Housing Cost and Overpayment

The affordability of housing is a major factor in the provision of adequate shelter. Housing affordability is affected by housing prices and household income, and is indicated by measuring the portion of a household's income that is spent on housing. This measurement is often expressed in terms of "overpayers" - households paying more than 30 percent of their gross incomes on housing, thereby leaving less income for other necessities. This indicator is an important measurement of local housing market conditions because it reflects the affordability of housing. It is also a standard used by federal and state agencies to determine the level of housing and community development assistance allocated to the jurisdiction.

### *Owner-occupied Housing:*

Information on ownership housing prices was obtained from TRW Real Estate Market Information Services, as published in the Southland Home Prices section of the *Los Angeles Times* (May 2, 1993) and is presented in Table 13. The data in Table 13 include sales of new and existing homes in West Covina and surrounding communities based on units sold by home builders, real estate agents and homeowners. Sales data is presented by ZIP code, which generally approximates the jurisdictional boundaries of the cities listed.

As illustrated in the following table, the median selling price in April 1993 for single-family homes in West Covina ranged from \$165,000 to \$180,000. Due to the slow real estate market, only 76 homes and condominium units were sold during the month of April 1993. Housing prices in West Covina are generally comparable to those in Los Angeles County as a whole, higher than those in Covina, Baldwin Park, and El Monte, and lower than Walnut.

**TABLE 13**  
**HOME PRICES: WEST COVINA AND SURROUNDING AREAS**  
**APRIL 1993**

Jurisdiction	Zip Codes	Median Price		Units Sold
		Single-Family	Condos	
Baldwin Park	91706	\$140,000	\$102,000	30
Covina	91722	\$148,000	\$126,000	24
	91723	\$127,000		4
	91724	\$180,000		13
El Monte	91731	\$128,000		5
	91732	\$155,000	\$120,000	10
	91789	\$225,000		42
Walnut				
West Covina	91790	\$175,000	\$124,000	33
	91791	\$165,000	\$123,000	24
	91792	\$180,000	\$112,000	19
L.A. County	--	\$185,000	\$150,000	4,753

Source: Los Angeles Times, May 2, 1993, TRW Real Estate Market Information Services

Note: Median home and condominium prices for Los Angeles County reflect only existing units. The median price for new home/condo units is estimated at \$159,000. 353 new units were sold in the month of April, 1993.

HUD has established guidelines that a household should not spend more than 30 percent of its gross income for housing. According to the 1990 Census, 31 percent of the City's owner-households overpaid for housing. The City's CHAS indicates that, based on 1990 Census, 57 percent of the City's very low income owner-households and 48 percent of the low income owner-households experienced housing overpayment problems.

Table 14 summarizes the number of owner units affordable to lower income households in West Covina as derived from the City's CHAS. The table shows the affordability of the existing owner-occupied housing stock to lower income households, and the availability of affordable units in the housing market. As shown in this table, the City has a very limited for-sale housing stock which is affordable to lower income households, with only seven vacant for-sale units affordable to lower income households available at the time the 1990 Census was taken. However, this table does show that a number of the City's lower income households have homeownership. The City has initiated a First-Time Homebuyer program to assist low and moderate income renters in becoming homeowners.

**TABLE 14**  
**CITY OF WEST COVINA**  
**OWNER UNITS AFFORDABLE TO LOWER INCOME HOUSEHOLDS<sup>(a)</sup>**

INCOME CATEGORY	0 and 1 BDRM		2 BDRM		3+ BDRM		Total Afford- able Units (b)	Total Lower Income House- holds in City (c)	% Potentially Accommo- dated with Affordable Housing (d)
	Occu- pied	Vacant for Sale	Occu- pied	Vacant for Sale	Occu- pied	Vacant for Sale			
Very Low (0-30%)	40	0	124	0	126	0	290	2,382	12.2%
Very Low (31-50%)	15	0	108	7	98	0	228	1,307	17.4%
Other Low (51-80%)	35	0	37	0	136	0	208	2,262	9.2%

Source: City of West Covina CHAS FY 1994-99.

Notes:

- (a) The CHAS assumes that housing units affordable to Very Low Income households (0-30% MFI) are affordable to Very Low Income households (31-50% MFI), and units affordable to both Very Low Income groups are affordable to Other Low Income Households. However, the numbers presented in this table for the various income groups are not inclusive.
- (b) Affordability is defined as the value of the unit at or less than 2.5 times the income limits adjusted for bedroom size.
- (c) Number of lower income households in the City was estimated by HUD and provided in the CHAS Data Book. Refer to CHAS Table 1C in Needs Assessment section of the Community Profile for detailed breakdown.
- (d) Applies to Lower Income households only.

### *Renter-occupied Housing:*

In 1994, the City conducted a survey of rental rates for multi-family units in the West Covina and surrounding communities. A total of 30 rental projects in West Covina were included in the study. According to the study, monthly rents may range from \$375 to \$649 for a one-bedroom unit, from \$650 to \$860 for a two-bedroom unit, from \$675 to \$1,050 for a three-bedroom unit.

According to the Baldwin Park Housing Authority, which also administers the Section 8 housing programs for the City of West Covina, area-wide maximum fair market rents (FMRs) for 1994 are established at \$650 for a one-bedroom, \$800 for a two-bedroom, and \$990 for a three-bedroom unit. This would indicate rental rates in West Covina fall within the fair market rents established by the Housing Authority.

However, the availability of vacant rental units affordable to very low income households, especially those earning less than 50 percent of the area MFI, are relatively limited in West Covina, as illustrated in Table 15. Low income households have more options in the rental housing market than in the owner housing market, given that a much higher proportion of the lower income households can be accommodated in the available rental housing than in the owner housing.

According to the 1990 Census, 47 percent of the renter households in West Covina were paying 30 percent or more of their gross household income for housing. The City's CHAS further elaborates that 86 percent of the City's very low income renter-households and 67 percent of the low income renter-households had housing overpayment problems. This indicates a need for affordability programs to address rental overpayment. The City is undertaking a Mortgage Debt Reduction Program which reduces rent payments to affordable levels on existing apartment complexes for a 35-year period in exchange for a debt service write-down by the Redevelopment Agency. The City will also continue to coordinate with the Baldwin Park Housing Authority in the provision of rent subsidies, and will assist in the development of affordable rental housing.

**TABLE 15**  
**CITY OF WEST COVINA**  
**RENTAL UNITS AFFORDABLE TO LOWER INCOME HOUSEHOLDS**

INCOME CATEGORY	0 and 1 BDRM		2 BDRM		3+ BDRM		Total Afford- able Units	Total Lower Income House- holds in City	% Potentially Accommo- dated with Afford- able Housing*
	Occu- pied	Vacant for Rent	Occu- pied	Vacant for Rent	Occu- pied	Vacant for Rent			
Very Low (0-30%)	228	0	126	18	112	0	484	2,963	16.3%
Very Low (31-50%)	167	62	134	0	94	5	462	1,361	34.0%
Other Low (51-80%)	1545	207	2448	197	482	47	4926	2,110	100%

Source: City of West Covina CHAS FY 1994-99.

Note: The CHAS assumes that housing units affordable to Very Low Income households (0-30%) are affordable to Very Low Income households (31-50%), and units affordable to both Very Low Income groups are affordable to Other Low Income Households. However, the numbers presented in this table for the various income groups are not inclusive.

\* Applies to Very Low and Other Low Income households only.

## **E. ASSISTED HOUSING AT RISK OF CONVERSION**

State law requires the City to identify, analyze and propose programs to preserve housing units that are currently deed-restricted to low income housing use and will possibly be lost as low-income housing as these deed restrictions expire. This section identifies those units in West Covina, analyzes their potential to convert to non-low income housing uses, and analyzes the costs to preserve and/or replace those units. Goals, policies and programs to preserve these units are presented later in this Housing Element.

Consistent with State requirements, the assisted housing analysis includes the following components:

- An inventory of restricted low income housing projects in the City and their potential for conversion;
- An analysis of the costs of preserving and/or replacing the units "at risk" and a comparison of these costs;
- An analysis of the organizational and financial resources available for preserving and/or replacing the units "at risk;"
- Quantified objectives for the number of "at risk" units to be preserved; and
- Programs for preserving the "at risk" units.

### **Inventory of Assisted Housing**

The inventory of assisted units included a review of all multi-family rental units assisted under federal, state and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fees, inclusionary, density bonus, or direct assistance programs. The inventory also covers all units that are eligible to change to non-low income housing units due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions during two five-year periods - July 1, 1989 to June 30, 1994, and July 1, 1994 to June 30, 1999.

This inventory was compiled by discussions with City staff and HUD representatives, review of "Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion" (California Housing Partnership Corporation), and "The Use of Housing Revenue Bond Proceeds - 1990," (California Debt Advisory Commission).

As shown in Table 16, there are five publicly assisted housing projects in the City of West Covina. Covina West Apartments is a 158-unit project assisted under the HUD Section 236(j)(1) program. Covina West was eligible to prepay its mortgage and opt out of its low income use restriction in May 1991.

Heritage Park is a 188-unit senior housing project assisted under the County Mortgage Revenue Bond program. The County Bond program placed rent restrictions on 20 percent of the units to be affordable to very low income seniors. The rent restrictions on Heritage Park may potentially expire in 1995.

The 82-unit Olive Tree Terrace and 84-unit Mountain Shadows are assisted with HUD Section 221(d)(4) mortgage loans and Section 8 contracts. Projects assisted under Section 221(d)(4) alone have no binding income restrictions. The affordability of these projects is governed by the Section 8 contracts, which are eligible to expire on September 16, 1999 for Olive Tree Terrace and on April 26, 2002 for Mountain Shadows.

The 104-unit Meadows Apartments was financed with a 1983 "B" bond issued by the Los Angeles County. The owner refinanced the project using a County "D" bond issued in 1991 with a due date of September 1, 2006. When refinanced, the Meadows Apartments project is subject to the 1986 Tax Reform Act which requires 20 percent of the project's units be committed as low income housing for the greater of 15 years or as long as the bond is outstanding.

Two other projects in the City - 169-unit Rollingwood Apartments and 196-unit West Covina Apartments - were constructed under the HUD Section 221(d)(4) program. These projects received market rate financing from HUD and have no income restrictions on their units. Since these projects have no income use restrictions, they are not considered as at risk of converting to market rate housing.

Based on specific information collected on individual projects (Table 16), two projects in West Covina are at risk of converting to non-low income housing between July 1, 1989 and June 30, 1999 - Covina West Apartments and Heritage Park. Conversion potential of other conversion-eligible projects will be evaluated in the ensuing Housing Element cycles.

**TABLE 16**  
**CITY OF WEST COVINA**  
**ASSISTED RENTAL HOUSING INVENTORY**

Project: Name, Address	Owner: Name, Address	Type of Public Assistance	Length of Affordability Controls	Earliest Potential Conversion Dates	Total No. of Units in Project	No. of Units Subject to Conversion	Tenant Type (Elderly, Family)	Bedroom Mix of Assisted Units	Year Built
Covina West Apts. 929 W. Cameron CA 91790	Goldrich & Kest 5150 Overland Ave. Culver City CA 90230	Section 236(j)(1)	40-yr mortgage with 20-yr prepayment option	5/26/91	158	158	Family	42 - 1br 60 - 2br 48 - 3br 8 - 4br	1971
Heritage Park 1800 W. Badillo St.	Pacific View 1999 Ave. of the Stars, Ste. 2050 Los Angeles	LA County Mortgage Revenue Bond	10 years	1995	188	38	Elderly	29 - 1br 9 - 2br	1984
Olive Tree Terrace 715-729 N. Azusa CA 91790	Housing Affiliates 2080 Century Park Los Angeles CA 90067	Section 221(d)(4)  Section 8	No control on mortgage  20-yr contract	n/a  9/16/99	82	0  82	Elderly	82 - 1br	1982
Mountain Shadows Apts. 2775 E. Valley Bl. CA 91792	Tom Safran & Assoc. 11812 San Vicente Los Angeles CA 90004	Section 221(d)(4)  Section 8	No control on mortgage  15-yr contract	n/a  4/26/02	84	0  84	Family	72 - 2br 12 - 3br	1982
The Meadows Apts. 3839 Amanda St. CA 91790	Mayer Management (310) 274-5553	Los Angeles County Bond	15 years	9/1/06	104	21	Family	9 - 1br 12 - 2br	1983

Sources:

1. Inventory of Federally Subsidized Low-Income Rental Units at Risk of Conversion, California Housing Partnership Corporation, 1991.
2. Telephone interviews with individual property owners, management companies, or HUD representatives.

## **Conversion Potential**

A total of 196 low-income units (71 one-bedroom, 69 two-bedroom, 48 three-bedroom, and 8 four-bedroom) in two projects are at risk of losing some form of public rental assistance in West Covina prior to July 1999. The likelihood that the "at-risk" units will convert to market rate will depend primarily on the availability and attractiveness of incentives encouraging their continued use as low-income housing. This section analyzes the potential for conversion based on the legal provisions and incentives regulating the affordability of these units.

**Covina West Apartments** - Prepayment of the Section 236 loan on Covina West Apartments is regulated by the provisions of the Emergency Low-Income Housing Preservation Act (ELIHPA), otherwise known as Title II of the Housing and Community Development Act of 1987. This legislation was subsequently replaced in 1990 by the Low-Income Housing Preservation and Resident Homeownership Act (LIHPRHA, or Title VI of the National Housing Act of 1990). Figure 5 illustrates the prepayment process under ELIHPA for Covina West Apartments.

Under ELIHPA provisions, owners of prepayment eligible projects can choose to: retain project ownership in exchange for additional federal incentives; transfer the ownership of the building to a new owner; or prepay the mortgage and opt out of the affordability controls. Under ELIHPA, owners are required to file a Notice of Intent and subsequently a Plan of Action. A Notice of Intent (NOI) may be filed up to two years prior to the scheduled prepayment date to indicate the owner's preliminary decision regarding sale of property versus stay-in as low-income with HUD incentives. Within nine months following the NOI, the owners must prepare a "Plan of Action" for submittal to HUD. A Plan of Action must include: any proposed changes in mortgage or in the regulatory agreements; a description of federal, state, and local incentives that are being requested as part of the effort to own and develop the property; and any proposed plans to transfer the title of the property and/or sell.

To receive additional HUD incentives under ELIHPA, projects have to extend affordability controls for the remaining length of the mortgages (20 years). The owners can also choose to sell their projects to anyone interested in taking over the projects, as long as rent levels will be kept affordable to existing tenants. The repayment of the mortgages can receive HUD approval if the owner can demonstrate no low-income tenants will be replaced and no financial hardship will be imposed on those tenants.

In February 1990, Covina West Apartments filed a NOI under ELIHPA (Title II) to extend affordability controls on the project in exchange for additional incentives. A Plan of Action and subsequently a revised Plan of Action were submitted to HUD in May 1992 and June 1994, respectively. The project will likely remain affordable to low and very low income households until the year 2012. However, since no official or preliminary approval on the Plan of Action

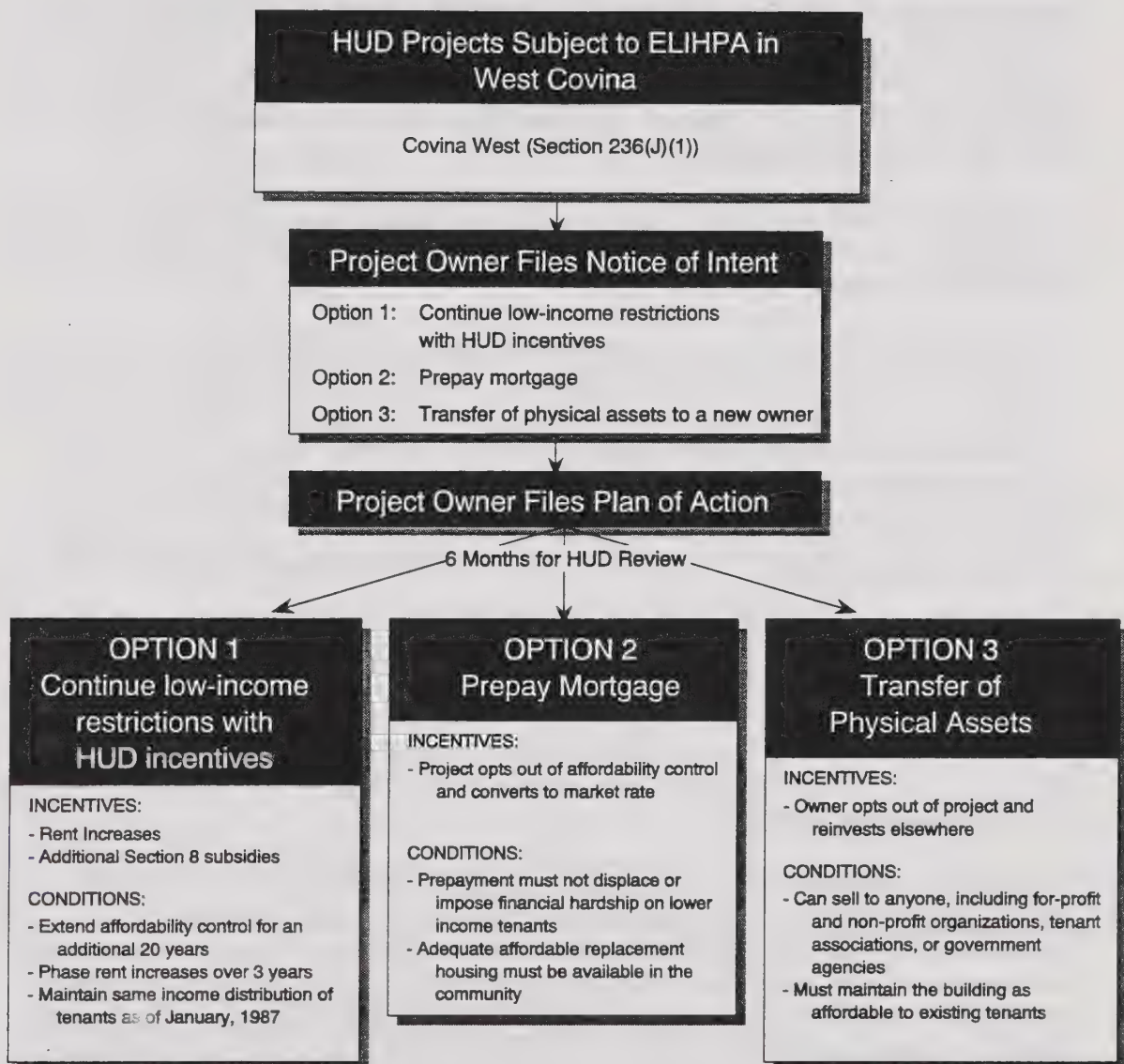
has been issued, this project is still considered at risk for the purpose of this Housing Element.

**Heritage Park** - The 188-unit Heritage Park project was financed under the County's Multi-Family Mortgage Revenue Bond, with 20 percent (38) of the units deed-restricted at rent levels affordable to very low income persons for ten years. Assuming the rent-restricted units have the same bedroom mix as the entire project, there are 29 one-bedroom units and 9 two-bedroom units reserved for very low income seniors. Deed-restrictions on these units will expire in 1995.

The ability to charge higher rents than rates affordable to very low income elderly persons is the primary economic incentive for owner of Heritage Park to convert low income units to market rate. To estimate this conversion potential, this analysis assumes a one-bedroom elderly unit is occupied by one person and a two-bedroom elderly unit is occupied by two elderly persons.

HUD has established the 1994 Area Median Family Income for Los Angeles County as \$45,200. Adjusted for the size of a typical elderly household, a one-person very low income household earns up to \$17,650 and a two-person very low income household earns up to \$20,150. Given the HUD standard of affordable housing cost at up to 30 percent of the gross household income, a very low income elderly person living alone can afford \$441 monthly in housing costs, and a very low income elderly household with two persons can afford up to \$504 in monthly housing costs. These maximum affordable housing costs determine the rental rates for restricted units in Heritage Park.

Based on the City's 1993 survey of multi-family rental rates, senior units in West Covina command an average monthly rent of \$602 for a one-bedroom unit and \$741 for a two-bedroom unit. Comparing the maximum housing cost affordable to an average elderly household with the average market rents of senior units in West Covina, there are certainly monetary incentives for the owner of Heritage Park to opt out of use restrictions as the mortgage bond expires.



**Figure 6**  
**Process for Prepayment Eligible Projects Under ELIHPA**

## Cost Analysis

The Housing Element is required to evaluate project preservation and replacement costs. The following section analyzes and compares the costs of preserving the "at-risk" units versus the costs of developing replacement units. In 1993, the City contracted with financial consultants to prepare a "Preservation of Assisted Units" report containing cost estimates for preservation versus replacement of the City's at-risk housing units. This cost analysis incorporates portions of the 1993 report as appropriate.

**Preservation Cost Analysis** - Because of the different types of assistance currently received by Covina West Apartments and Heritage Park, different preservation approaches are presented below.

**Covina West Apartments** - As previously mentioned, prepayment of this project's Section 236 loan is regulated by ELIHPA. The owner of this project (Goldrich & Kest) has filed a second Plan of Action to extend the affordability controls on the project in exchange for additional HUD incentives. Should the Plan of Action be approved by HUD, there would be no cost to the City to preserve these units. However, since approval on the Plan of Action has not yet been issued by HUD, this project is considered as at risk as of the writing of this Housing Element.

Two separate approaches would be appropriate to preserve the affordability of Covina West Apartments should the owner choose to opt out of affordability controls. The first approach is to use Section 8 or other forms of rental assistance to subsidize the housing costs for tenants currently residing in the project. The second approach is to transfer ownership of this project to a non-profit housing organization.

To estimate rental assistance costs, this analysis assumes all of the existing tenants in Covina West Apartments are very low income. Covina West Apartments is a family housing project; average household size is assumed at 2 persons for a one-bedroom unit, three persons for a two-bedroom unit, four persons for a three-bedroom unit, and five persons for a four-bedroom unit. Based on these assumptions, Table 17 estimates the housing cost affordable to the existing tenants of Covina West Apartments.

The Baldwin Park Housing Authority, which administers the Section 8 program for West Covina, has established maximum allowable rents at \$650 for one-bedroom units, \$800 for two-bedroom units, \$990 for three-bedroom units, and \$1,075 for four-bedroom units. As shown in Table 18, estimated subsidies required to preserve Covina West Apartments as housing affordable to the existing tenants are \$40,492 monthly, or \$485,904 annually.

**TABLE 17**  
**AFFORDABLE HOUSING COSTS ADJUSTED FOR HOUSEHOLD SIZE**  
**COVINA WEST APARTMENTS**

UNIT SIZE	HOUSEHOLD SIZE	VERY LOW INCOME LIMIT (a)	AFFORDABLE MONTHLY HOUSING COST
One-Bedroom	2 persons	\$20,150	\$504
Two-Bedroom	3 persons	\$22,700	\$568
Three-Bedroom	4 persons	\$25,200	\$630
Four-Bedroom	5 persons	\$27,200	\$680

Source:

(a) HUD Income Limits, published May 31, 1994.

**TABLE 18**  
**AVERAGE SECTION 8 OR RENT SUBSIDIES REQUIRED**  
**TO PRESERVE AFFORDABILITY OF COVINA WEST APARTMENTS**

UNIT SIZE	MAX. ALLOWABLE RENTS (a)	AFFORDABLE MONTHLY HOUSING COST (b)	REQUIRED MONTHLY SUBSIDY PER UNIT	BEDROOM MIX	TOTAL MONTHLY SUBSIDIES
One-bedroom	\$650	\$504	\$146	42	\$6,132
Two-bedroom	\$800	\$568	\$232	60	\$13,920
Three-bedroom	\$990	\$630	\$360	48	\$17,280
Four-bedroom	\$1,075	\$680	\$395	8	\$3,160
				158	\$40,492

Sources:

(a) Baldwin Park Housing Authority, August 1994.

(b) HUD Income Limits, published May 31, 1994.

The second option of preservation is to transfer the ownership of Covina West Apartments to a non-profit organization, thereby ensuring the long-term affordability of these units. With the absence of current market value information on Covina West Apartments, its current assessed value is used to establish an order of magnitude reference for estimating cost. Assessed value for a piece of property is established primarily for tax purposes. Re-assessment of property value occurs only when there is a transfer of ownership; otherwise inflation on the assessed value is capped at an annual rate of two percent. Therefore, a property's assessed value is usually lower than its current market value. The current assessed value of Covina West Apartments is \$2,212,022,

indicating the order of magnitude for costs associated with transferring ownership to a non-profit.

**Heritage Park** - Discussions with County representatives indicate that refinancing the mortgage revenue bond is the most feasible option to preserve Heritage Park. If refinanced, Heritage Park would be required by the 1986 Tax Reform Act to commit 20 percent of the units as low income housing for the greater of 15 years or as long as the bond is outstanding. County representatives indicate that the County is committed to refinancing a series of projects financed under the same bond pool, including Heritage Park in West Covina.

To ensure the affordability of the 38 assisted units in Heritage Park, the County can negotiate with the project owner to refinance the bond. The costs to refinance would include the difference in interest rates on the remaining debt between the previous and renegotiated packages, an issuance cost which amounts to approximately three percent of the bond to be paid upfront by the County, and administrative costs.

If refinancing would prove to be an infeasible option due to rising interest rates, Section 8 rental assistance can be used to assist the tenants in Heritage Park. As previously mentioned in the "Conversion Potential" section, a very low income one-person elderly household can afford \$441 for monthly housing cost and a very low income two-person elderly household can afford \$504. Given the Housing Authority's maximum allowable rents for a one-bedroom is \$650 and for a two-bedroom is \$800, it can be generally estimated that \$8,725 would be required monthly, or \$104,700 annually, to assist the 29 one-bedroom and 9 two-bedroom affordable units in Heritage Park.

**Replacement Cost Analysis** - The City's 1993 "Preservation of Assisted Units" report contains detailed financial calculations for the replacement costs for units at risk of converting to market rates. The estimates are based on current development conditions in the City of West Covina, typical construction costs, and current land acquisition costs for units that are comparable in size and rent levels to the at-risk units. Per unit development costs have been estimated separately for one-, two-, three-, and four-bedroom units and shown as follows:

One-bedroom unit	\$ 69,000
Two-bedroom unit	\$ 83,000
Three-bedroom unit	\$ 85,000
Four-bedroom unit	\$103,000

The net replacement costs to the City represent the subsidies required to develop housing units that are comparable in size and rent level to the units at risk.<sup>1</sup>

---

<sup>1</sup> To identify the net replacement costs it is necessary to project the revenue of the development assuming income restrictions are applied for a 30-year term. The estimated development costs are then reduced by the revenue-supported debt to determine the net replacement costs, i.e. subsidies required to make these units affordable.

Covina West Apartments is a 158-unit project for very low income households. Only 38 units in Heritage Park are income-restricted. The "Preservation of Assisted Units" report estimates that, adjusted for revenue-supported debt, tax-exempt financing, and tax credits, the total warranted per unit subsidy for income-restricted units, including premium costs associated with new development can be:

One-bedroom unit	\$51,400
Two-bedroom unit	\$69,300
Three-bedroom unit	\$87,900
Four-bedroom unit	\$99,100

Given the bedroom mix of Covina West Apartments (42 one-bedroom, 60 two-bedroom, 48 three-bedroom, and 8 four-bedroom), the replacement cost can reach \$11,328,800. Approximately \$2,114,300 would be needed to replace the 38 income restricted units (29 one-bedroom and 9 two-bedroom) in Heritage Park.

### **Cost Comparison**

As presented above, the costs of constructing new units to replace the at-risk units are substantially higher than preserving the affordability of these units through a transfer of ownership, provision of rental assistance, or refinancing the bond. The following section of the Housing Element sets forth organizational and financial resources available for preserving at-risk units, and establishes quantified objectives for their preservation.

### **Resources for Preservation**

This section discusses two types of resources available for preserving "at-risk" units: 1) financial resources potentially available to purchase or supplement existing units, or to build replacement housing; and 2) entities with the interest and ability to purchase and/or manage replacement units.

**Financing/Subsidy Resources** - There are a variety of potential funding sources available for potential acquisition, subsidy, or replacement of units at risk. Due to both the high costs of developing and preserving housing and limitations on both the amount and uses of funds, a variety of funding sources may be required.

**HUD Funds** - Under ELIHPA, HUD will provide owners of at-risk projects with incentives which enable them to raise rents and refinance a portion of their equity, while extending low-income restrictions on the projects. Should a non-profit entity take ownership of the project, the following HUD incentives would be offered:

- Mortgage insurance for acquisition loans for 95 percent of equity;
- Project-based Section 8 contracts, with HUD-subsidized rents set at levels high enough to provide an eight percent return to owners who

retain the project or to cover debt service on an acquisition loan for new purchasers; and

- Grants to non-profit buyers that would fill any gap between fair market rent or local market rent (whichever is higher) and allowable rents.

***Redevelopment Set-Aside Funds*** - Under the California Redevelopment Law, redevelopment agencies are required to set-aside 20 percent of its tax increment revenue for housing. The set-aside funds must be used to "increase, improve and preserve the community's supply of low and moderate income housing" within the territorial jurisdiction of the agency. State law sets forth a variety of options for localities to expend their 20 percent housing set-aside funds, including the following:

- Acquire real property or building sites;
- Improve real property or building sites with on-site or off-site improvements;
- Donate real property to private or public persons or entities;
- Finance insurance premiums during the construction or rehabilitation of affordable housing that are administered by governmental or nonprofit organizations;
- Construct, acquire, or rehabilitate properties;
- Provide subsidies to very low, low, or moderate income households;
- Develop plans, pay principal and interest on bonds, loans, advances, or other indebtedness, or pay financing or carrying charges;
- Maintain the community's supply of mobile homes;
- Preserve publicly assisted housing units that are at risk of converting to market rate housing;
- Fulfill replacement housing requirements;
- Subsidize administrative expenses provided the expenses are proportionate to the amount spent on the production, improvement, and preservation of housing.

The West Covina Redevelopment Agency contributes approximately \$1.3 million annually to the Low/Moderate Income Housing Fund.

***CDBG*** - CDBG monies are a major source of funds in West Covina for low and moderate income housing assistance. CDBG funds have been used for a variety of eligible purposes, and will continue to be used to stabilize neighborhoods and preserve and upgrade the existing housing stock. Currently, CDBG funds are used primarily for owner housing rehabilitation, upgrading of City parks to comply with the Americans with Disabilities Act (ADA) standards, and support of various services for the elderly and persons with disabilities.

***HOME*** - The HOME program was created under the National Housing Affordability Act of 1990. Under HOME, HUD will award funds to localities on the basis of a formula which accounts for tightness of the local housing market, inadequate housing, poverty, and housing production costs. Localities must

qualify for at least \$500,000, based on HUD's distribution formula, to receive direct allocation of funds, or can apply to the state or combine with adjacent jurisdictions.

HOME funding is provided to jurisdictions to assist either rental housing or homeownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant-based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having special needs related to housing. The City of West Covina can apply to the State HCD for HOME funds and will consider submitting applications in future years.

**Administrative Resources** - An alternative to providing subsidies to existing owners to keep units available as low-income housing is for public or non-profit agencies to acquire or construct housing units to replace "at-risk" units lost to conversion. Non-profit ownership assures the future availability of purchased units as low-income housing.

**Baldwin Park Housing Authority** - West Covina contracts with the Baldwin Park Housing Authority to administer its Section 8 program. The Housing Authority could be contracted to manage the at-risk projects should the ownership of these projects be transferred to the City or non-profit housing organizations.

**Non-Profit Housing Groups** - The West Covina CHAS indicates that no non-profit housing groups are currently active in the City or in the immediate areas. However, there are numerous non-profit housing groups that operate in the Los Angeles region, including HomeAid and Southern California Presbyterian Homes. The City is interested in establishing contacts with non-profit housing groups for housing preservation and production through the Southern California Association of Non-Profit Housing; this has been included as an implementing action in this Housing Element.

### **Quantified Objectives**

Covina West Apartment (158 units) is the only project that is eligible to convert to non-low-income use during the first five-year period (July 1, 1989 - June 30, 1994). Deed restrictions on the County bond-financed Heritage Park (38 units) will expire during the second five-year period (July 1, 1994 - June 30, 1999). The objective of the City is to either retain as low-income housing all 196 low income units at-risk in the City through the ELIPHA process and other housing programs.

### III. SUMMARY OF HOUSING NEED

Assuring the availability of adequate housing for all social and economic segments of West Covina's present and future population is a primary goal of the City. To implement this policy, the City must target its programs and monetary assistance toward those households with the greatest need. This is a summary of the major housing need categories in terms of income groups as defined by Federal and State law. The City recognizes the special status of very low and lower income households, which in many cases are also elderly, single-parent, and large family households. City housing programs focus on these households. As summarized in Table 19, the groups most in need of housing assistance in the near future include the following:

- (1) *New Residents:* The City of West Covina has an identified future housing need of 1,150 new units between July 1989 and June 1996, translating to an additional 3,657 residents (3.18 persons per household). At least 306 units (26.6 percent) of these units should be targeted toward lower income households.
- (2) *Units in Need of Repair:* According to the 1990 Census, 44 percent of the City's 31,112 housing units were constructed before 1960, with nearly 90 percent of these units developed between 1950 and 1959. The accepted standard for estimating when a structure may require major rehabilitation (e.g., replacement of roof, rewiring, replumbing) is 30 years, indicating a significant portion of the City's housing stock is reaching the age when significant rehabilitation may become needed.

In 1994, the City conducted a housing condition survey of 1,197 units. The survey identified a total of 254 units in substandard condition, including: 215 units needing minor repairs and 39 units needing moderate repairs. In the interest of health and safety, these units should be improved.

- (3) *Overpaying Households:* According to the 1990 Census, 6,403 of the City's lower income households overpaid for housing. Of these, 3,952 were renter-households and 2,451 were owner-households. Certain households in West Covina may have more difficulty in finding decent, affordable housing, such as lower income renters and senior citizen households.

These specific areas - expected growth, substandard housing, overpayment for housing and households with special needs - are areas in which the City can target its efforts toward realizing its goal for the provision of adequate housing.

**TABLE 19**  
**CITY OF WEST COVINA**  
**EXISTING AND PROJECTED HOUSING NEEDS**

<b>Lower Income Overpaying Households (a)</b>		<b>Special Needs Households/Persons (c)</b>	
Total	6,403	Elderly (Households)	4,688
Renter	3,952	Large Family (Households)	5,992
Owner	2,451	Disabled (Persons)	8,368
		Female Headed w/Children	2,263
		Homeless (Persons) (a)	192
<b>Units in Need of Repair (b)</b>		<b>Household Growth July 1989 - June 1996 (d)</b>	
Total		Total	1,150
Sound	943	Very Low Income	143
Substandard		Low Income	163
Needing Minor Repair	215	Moderate Income	212
Needing Moderate Repair	39	Upper Income	632

Source: (a) City of West Covina CHAS for FY 1994-99, CHAS Table 1C.  
(b) City of West Covina, Housing Condition Survey, August 1994.  
(c) U.S. Department of Commerce, Bureau of the Census, 1990 Census.  
(d) Regional Housing Needs Assessment by SCAG, 1988.

Note: Special needs figures cannot be totaled because categories overlap and are not exclusive of one another.

## **IV. CONSTRAINTS ON HOUSING PRODUCTION**

Constraints to the provision of adequate and affordable housing are posed by both governmental and nongovernmental factors. These factors may result in housing that is not affordable to low income households or may render residential construction economically infeasible for developers. Constraints to housing production significantly impact households with lower incomes and special needs.

### **A. GOVERNMENTAL CONSTRAINTS**

There are governmental actions that discourage housing construction or indirectly undermine the affordability of housing. Identification of these factors as they relate to West Covina will reveal their influences on the housing goals of the city.

#### **Land Use Controls**

The City of West Covina presently has seven residential land use categories: Residential - Agriculture (R-A), Single-Family Residential (R-1), Multi-Family (MF-8, Condominium Zone), Low Density Residential (MF-15), Medium Density Residential (MF-20), High Density Residential (MF-45), and Planned Community Development (PCD). The Zoning Ordinance specifies the standards for the development of residential properties in the City. Densities range from one unit per acre to 45 units per acre with affordable housing density bonuses in multiple-family zones. Affordable senior citizen housing projects may be granted a 100 percent density bonus. In addition, the zoning ordinance contains special regulations for senior housing projects which allow developers to provide more affordable units.

While the City's updated information indicates a vacant and underutilized residential land inventory of over 370 acres, constraints such as odd-shaped lots, easements, existing non-residential developments, hillside topography, and other lot conditions limits the potential development to 1,208 units.

The shortage of vacant land that is suitable for residential development calls for new ways of providing housing. This may be accomplished by increasing allowable densities or rezoning other land for residential uses.

## **Codes and Enforcement**

West Covina uses the Uniform Building Code (1991), Uniform Plumbing Code (1991), Uniform Fire Code (1991), Mechanical Code (1991), the National Electric Code (1990), Title 24 of the State Energy/Insulation Regulations and Handicap Persons Standards, and the West Covina Security Ordinance. These codes, along with the Property and Landscape Maintenance Sections in the Zoning Code, preserve public health and safety, ensure the construction of safe and decent housing, and do not serve as constraints to residential development.

The energy code requires solar heating or plumbing to reduce natural gas consumption. This increases the initial cost of dwelling units to the homebuyer, but should result in savings on energy bills in the long run.

The City has adopted a Mobile Home Rent Control Ordinance which uses the 1983 base rent and ties rent increases to increases in the consumer price index. This ordinance may have discouraged the construction of new mobile home parks, although the shortage of vacant land is the major constraint on new mobile home park development.

## **Development Standards**

Development standards for dwelling units also influence the costs of housing. The Zoning Ordinance regulates yard setbacks, minimum lot sizes, maximum density, and unit sizes that add to building costs. Single-family residential zones require 25-foot deep front and rear yards. Side yards need to be 5 to 10 feet wide depending on lot type. Also, the maximum permitted building coverage is 35 percent of the lot. Certain structures are not held to these restrictions, however (e.g. carports, gazebos). Multi-family zones require a 15-foot deep front yard, 10-foot wide side yard, and a 20-foot deep rear yard. Maximum coverage ranges from 45 to 70 percent of the lot, depending on the zone density. A 200-square foot recreation area is also required with all open areas landscaped. Utilities must be underground, and trash storage and mechanical equipment screened.

City parking standards are four off-street parking spaces for each single-family dwelling, two of which have to be enclosed parking. For condominium development, two enclosed parking spaces are required for each unit. For other multi-family development, two parking spaces are required for each unit, one of which has to be enclosed parking.

The City has included a modification clause in its zoning ordinance to encourage the construction of affordable housing units. Senior citizen housing projects are given density bonuses, and modified development standards for unit size and parking requirements. Several projects have been constructed under this ordinance. Heritage Park, a 188-unit project has reduced parking requirements; the 86-unit Vintage Park on Azusa and Cortez was granted a 100 percent density bonus, parking reduction, and reduced unit size. The 83-unit Olive Tree Terrace

on Azusa and Puente was approved with reduced parking. The 60-unit Villa del Vista on Grand Avenue, north of the I-10 Freeway was granted a 100 percent density bonus, reduced parking requirement, and unit size reduction. Also, the Courtyard of East Hills by Birtcher Senior Properties was granted a 100 percent density bonus and parking requirement reduction. This Housing Element also calls for the City to adopt a non-senior housing density bonus ordinance to facilitate the development of affordable family housing.

### **Processing of Construction Projects**

All single-family residential tracts are reviewed by the Planning Commission. Multi-family developments require a review of a precise plan which takes a minimum eight weeks when combined with tentative tract map and zone change. Projects requiring zone changes are subject to approval by the City Council. Senior citizen housing requires a conditional use permit from the Planning Commission. Subdivisions and parcel maps are also reviewed by the Commission and processing takes a minimum of eight weeks. An environmental impact report may add three to nine months to the process. The maps then go to the Los Angeles County Engineering Department and then back to the City Council for final approval, then back to Building and Engineering for a building permit. Issuance of a building permit takes between eight to 20 weeks depending on the complexity of the project, though this time period can run concurrently with the previously noted processes.

Permit fees and lengthy processing times discourage construction by increasing the time and costs associated with obtaining development approval. The subdivision review approval process from various City departments, the sewer plan check process from the Building and Engineering Department, occupancy permits from the Building Department, and other City requirements add to the total time frame of project construction. The imposition of state laws and construction codes contribute heavily to this area of concern.

To encourage affordable housing development in West Covina, the City has instituted fast-tracking and processing procedures for affordable housing projects.

### **Fees and Exactions**

The City of West Covina has recently modified its fee schedule to more closely match the fee collected with the actual cost of providing the service. Most planning applications require an initial \$75 non-refundable filing fee, and are charged on an hourly basis thereafter at a current rate of \$56.50 per hour. Those fees relevant to the development of new housing are presented in Table 20.

**TABLE 20**  
**1994 RESIDENTIAL DEVELOPMENT FEES**

Precise Plan of Design	\$75.00 filing fee plus \$56.50/hr. of staff time.
Development Plan	\$75.00 filing fee plus \$56.50/hr. of staff time.
Zone Change (Map) Review	\$75.00 filing fee plus \$56.50/hr. of staff time.
Area Plan Amendment	Fully allocated hourly rate for all personnel involved
General Plan Amendment	\$75.00 filing fee plus \$56.50/hr. of staff time.
Tentative Tract Map Processing	\$75.00 filing fee plus \$56.50/hr. of staff time.
Tentative Parcel Map Processing	\$75.00 filing fee plus \$56.50/hr. of staff time.
Conceptual Plan Review <sup>(1)</sup>	\$75.00 filing fee plus \$56.50/hr. of staff time.
Final Tract Map Check	\$40/lot
Final Parcel Map Check	Residential - \$250
Engineering On-Site Plan Check/Inspection	4% of estimated construction 3% over \$20,000 2% over \$100,000 \$200 minimum
<sup>(1)</sup> Conceptual Plan Review conducted at option of applicant	

Residential construction involves the payment of several City fees. Building permits and plan check fees are based on building valuation. A construction tax of \$330 per 1,000 square foot or portion thereof is required, plus an energy compliance fee of 5 percent of the building permit fee, plus a seismic implementation program fee of .01 percent of building valuation.

Rehabilitation efforts are also hampered by permit fees which are charged for the repair of minor structural components required by Building and Safety Codes.

### **Congestion Management Program (CMP)**

The Congestion Management Program (CMP) is a State-mandated program, which became effective in June 1990 with the passage of Proposition 111. As a

result, counties across the state are required to develop a CMP to address regional transportation needs by linking transportation, land use, and air quality decisions in a comprehensive manner.

As part of the ongoing effort to comply with the requirement of CMP, a countywide deficiency plan process has been developed for the Los Angeles County CMP. All local jurisdictions within Los Angeles County must participate in the Deficiency Plan. The Countywide Deficiency Plan is based on a debits (new development) and credits (mitigation strategies) system. Debits are based on the trip generation and average trip length of new development. Credits are determined by the reduction of vehicle miles traveled. Cities must maintain a positive balance of credits over debits to continue receiving their share of gas tax funds. In other words, local governments must show that they are able to offset new trips generated by growth within their jurisdiction with the implementation of congestion mitigation strategies.

Therefore, in so much as the Deficiency Plan is based on new development, a jurisdiction approving building permits for the addition of residential units, whether single-family or multiple-family units, must be able to offset the debits accrued from building those units. However, CMP statute does provide a land use-related exclusion for low and very low income housing, therefore, building this type of units will not increase a jurisdiction's deficiency plan responsibilities.

### **Limited Public Resources**

As with most municipalities, the City of West Covina has experienced decreasing financial resources to apply towards affordable housing. Current fiscal constraints on the State of California and federal government have limited the ability to provide financial assistance to provide affordable housing. Lack of financial resources therefore is a considerable impediment to affordable housing. The West Covina Redevelopment Agency will play a major role in the provision of affordable housing through expenditure of its housing set-aside funds.

In addition, the City will explore the potential of using HOME as well as other available funding programs for the development of affordable housing.

### **Federal and State Wage Requirements**

Because Federal and State wage requirements are applied to all local, State and Federally-funded projects, the cost of the projects increase relative to private development projects. These increased costs adversely impact the affordability of the units being constructed.

## **B. NONGOVERNMENTAL CONSTRAINTS**

There are economic, physical, and social factors which serve as hindrances to the provision of a wide range of housing types in the City. These nongovernmental constraints are discussed below.

### **Vacant Land**

The biggest constraint to the development of new housing in West Covina is the lack of vacant land. Vacant land near the San Bernardino Freeway and the BKK Landfill are not suitable for residential development and will not be developed as such. Thus, the City's future residential development will rely largely on infill development, recycling of existing underutilized properties, zone changes to higher density residential designations, and the permission to build multi-family projects or mixed use projects in commercial zones. Also, surplus school sites have been designated planned development areas and a patio home development on a former school site has already been approved for development.

### **Construction and Land Costs**

The single largest cost associated with building new housing is the cost of building materials, which comprise between 40 to 50 percent of the sales price of a home. According to the Construction Industry Research Board, overall construction costs rose over 30 percent during the past decade, with rising energy costs a significant contributor.

The cost of land in West Covina, like most Southern California communities, is another major contributor to high housing costs. Because of the scarcity of vacant land, land prices in West Covina are tied to the value of the developed land. The eastern section (East Hills area) of the City commands the highest prices. There are fairly new hillside developments which sell for between \$200,000 to \$300,000. The area of the City north of the San Bernardino Freeway contains the majority of the City's older developments. Houses and lots in this area sell for between \$100,000 and \$180,000. The central portion of West Covina has houses and lots which sell for between \$150,000 and \$240,000. Vacant single-family lots sell for approximately \$7 to \$9 per square foot, and multiple-family lots sell for approximately \$16 to \$17 per square foot.

An average 1,500 square-foot single-family unit has an average construction cost of \$71,700 and a 1,200 square-foot apartment costs \$55,440. Adding the cost of land acquisition to these construction costs brings the cost of the single-family home up to \$151,700 (assuming a 10,000 square-foot lot), and the multiple-family unit to \$103,440 (assuming an average lot size of 3,000 square feet).

The City's ability to mitigate high construction and land costs is limited. The Redevelopment Agency can subsidize new construction in exchange for affordability. Density bonuses provide an effective mechanism to reduce development costs.

## **Financing**

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower income households. In addition, government insured loan programs may be available to reduce mortgage downpayment requirements.

Under the Home Mortgage Disclosure Act (HMDA), certain major lending institutions are required to disclose the number, amount, and location (by census tract) of mortgage and rehabilitation loans originated or purchased.

For purposes of the City's CHAS, the Annual HMDA report for 1991 was reviewed to evaluate the availability of residential financing to the City's lower income neighborhoods. (Lower income neighborhoods are defined as census tracts with 1990 median household incomes that were below 80 percent of the MSA Median Family Income - \$39,034. In 1991, 67 FHA/VA home purchase loans, 945 conventional home purchase loans, and 564 home improvement loans had been issued to households in West Covina. There are two census tracts in West Covina that can be defined as lower income--tract 4035 and 4036. The proportion of loans denied relative to the number of loans applied for within these tracts was comparable to other census tracts in the City.

While mortgage financing appears to be generally available to residents in West Covina, the more critical impediments for homeownership involve the affordability of the ownership housing stock and the ability of the potential buyers to fulfill the downpayment requirements.

## **Community Support**

West Covina has a predominantly, low-profile, single-family suburban character. The residents do not favor the development of high density projects. As housing affordable to lower income residents is most easily provided in multi-family projects, the lack of high density zoned areas puts a constraint on the type of affordable housing that is possible.

## **Housing Discrimination**

Equal access to housing can be hampered by housing discrimination. There are tenant/landlord problems relating to race or age discrimination, eviction, rent and rent increases, security deposits, landlord rights, tenant rights, and housing needs which make it difficult for households to find or keep affordable housing.

The City contracts with the San Gabriel Valley Fair Housing Council (SGVFHC) to provide fair housing services to residents. In 1993-94, the SGVFHC received 203 calls from West Covina residents requesting services. Seminars, poster contests, press releases, and talks are some of the City's programs to promote fair housing practices. The City recently completed a Fair Housing Assessment

that outlines a number of recommendations to continue to ensure housing availability for all persons. The City also has a housing rehabilitation and improvement program which provides no interest loans to low and moderate income homeowners.

### **Energy Costs and Conservation**

Rising energy costs have increased the costs of construction and maintenance of housing units. While construction activities use up gas and electricity for the operation of equipment and facilities, the actual occupancy of a housing unit uses an even greater amount. Reducing the need for energy will have long-term effects in expenditure and environmental resources. Opportunities for conservation that may be taken advantage of during construction include the use of energy-efficient equipment, and building orientation, design (glazing, facade materials, insulation, etc.), and landscaping which take full advantage of climate and site characteristics.

Dwellings which minimize the energy requirements for occupancy may mean added costs due to extra insulation, passive solar systems, etc. This could raise rents or costs beyond the affordability of low and moderate income households in the city. West Covina is planning to establish programs for energy-efficient design and maintenance of its housing units.

## **V. HOUSING OPPORTUNITIES**

This section of the Housing Element evaluates residential development which has occurred to date during the current Housing Element cycle (July 1989 - September 1994) and potential residential development which could occur through the end of this cycle (June 1996). A comparison of this existing and potential residential growth with the City's share of regional housing needs is also provided.

### **A. RESIDENTIAL DEVELOPMENT SINCE JULY, 1989**

State law requires jurisdictions to provide for their share of regional housing needs. As part of the Regional Housing Needs Assessment (RHNA), the Southern California Association of Governments (SCAG) determines the five-year housing growth needs by income category for cities within its jurisdiction, which includes the City of West Covina. Due to a suspension in State funding, SCAG will not be developing the new 1994-1999 RHNA until 1995. Thus, the State Department of Housing and Community Development (HCD) has extended the current SCAG cycle (July 1, 1989 to June 30, 1994) for two additional years to cover the period through June 30, 1996. West Covina's share of regional housing needs for the current SCAG cycle is 1,150 units: 143 very low income units, 163 low income units, 212 moderate income units, and 632 upper income units.

Since the City of West Covina is revising its Housing Element during the middle of the 1989-1996 SCAG cycle, residential development that has taken place since July 1989 should be accounted for. Between July 1989 and June 1994, a total of 584 units have been constructed in the City, including 498 single-family detached and attached units and the 86-unit Vintage Park Apartments for seniors (see Table 20). A significant number (269) of the single-family homes were constructed as part of three separate Lewis Homes projects. Also, the South Hills Homes Development was originally approved in 1978 for over 600 homes. All but 290 units were built. To date, 23 of the remaining 290 homes have either been built or are currently under construction.

**TABLE 21**  
**HOUSING UNITS CONSTRUCTED: 7/1989 - 6/1994**

YEAR	UNIT TYPE	
	SINGLE-FAMILY	MULTI-FAMILY
7/1989-12/89	145	86
1990	46	
1991	29	
1992	236	
1993	35	
1/1994-6/1994	7	
Total	498	86

Source: City of West Covina Planning Department, August 1994.

## **B. AVAILABILITY OF SITES FOR HOUSING**

As a means of determining future residential growth, City staff inventoried vacant and underutilized potential residential sites and determined the potential holding capacity on each site. The location and existing zoning of the major vacant and underutilized properties are identified in Figure 7 and described below. Table 21 quantifies the number and type of units which can be constructed based on the zoning designations of the vacant properties or on specific project proposals.

The currently vacant nine-story 176-unit Lark Ellen Towers sits on a 3.1-acre parcel located at 1350 E. San Bernardino Road (Site A). This property has a current zoning of R-A (Residential - Agricultural). The Redevelopment Agency has recently issued a Request for Qualifications (RFQ) to solicit interested developers for the conversion of this vacant structure into a senior housing project. The two R-1 parcels (Site B) adjacent to the Lark Ellen Towers, totalling 1.2 acres, will be sold as part of the redevelopment package and will be used primarily for parking. The Agency is considering two different development scenarios for Sites A and B. The first scenario is to rehabilitate the vacant building and potentially construct new units for a total of approximately 170 units. The second scenario is to demolish the vacant building, should the structural condition of the building prove to be unsound. A newly constructed senior housing project would then be developed at approximately 20 units per acre and provided a 100 percent density bonus, yielding a total of 170 units. A zone change will be required for the three parcels to accommodate either development scenario and affordability controls will be placed on the units.

The 8.9-acre previous Sunkist School site (Site C) is vacant. This surplus school site has been designated for a 200-room senior retirement home and health care facilities under the approved Specific Plan No. 4.

Site D is located at the northeast corner of Grand and Holt. This 6.1-acre vacant site is currently zoned MF-15, permitting 15 units per acre. A 56-unit townhome project on this site has been approved for the City.

Another surplus school site - the former Tonopah School site (Site E) - is also available for residential development. This 13.5-acre site will be developed with 121 patio homes pursuant to the approved Specific Plan No. 7.

The Aroma Ballfield (Site F) is located at the northeast corner of Aroma and Galster. This 10.1-acre site is divided into three zones - MF-15, MF-20, OS. Topographic constraints will prevent the site from developing at its maximum capacity. The City anticipates that a total of 120 multi-family or senior housing units (actual density of 12 units per acre) can be accommodated on this site.

Site G located at the southwest corner of Shakespeare and Nogales is a City-owned property. This 2-acre site has a current zoning of PCD-1 and may be developed with multi-family housing. However, residential development on this site will be constrained by its hillside topography. Approximately 16 multi-family units can be accommodated on this property.

Site H is a narrow strip of vacant land located north of Valley at Morganfield. This 2.5-acre site is currently zoned for P-B (Public Buildings) and is identified by the City as a potential site for 12 single-family homes. A zone change will be required to develop this property for residential uses.

The vacant property located at 138 S. Barranca (Site I) has been approved for 51 senior citizen condominium units under Specific Plan No. 10. The project is being developed by Birtcher Senior Properties, with unit sales prices ranging from \$69,000 to \$129,000. The Redevelopment Agency has assisted in land assembly and financing, and in exchange five of the 51 units will be deed-restricted as affordable to low income households.

The South Hills Homes project (Site J) represents a major area for single-family residential development. Between July 1989 and June 1994, 23 homes have been constructed on this site, with the potential for the development of 267 additional units. While the project site for South Hills Homes is large in size, much of the site is hilly and is to be preserved as open space. This project was approved with a density transfer mechanism that allows the developer to concentrate development of the units in portions of the site as long as the overall density averages one unit per acre.

The Trider development (Site K) located at the southwest corner of Azusa and Aroma has been approved for 87 townhomes. The last phase of the construction will occur within the time frame of this Housing Element.

In addition to these sites, the City has several infill lots available for residential development. These include properties zoned R-A, R-1, and MF-20, and can accommodate an estimated 83 single- and multi-family units. While these infill

lots are included in the quantification of residential buildout in Table 22, they are not depicted on Figure 7 due to their small sizes.

Based on the vacant and underutilized site inventory, an additional 1,183 units can be developed within the current City limits, including 421 senior apartments and condominium units, 319 multi-family units (inclusive of 56 townhomes), and 443 single-family and patio homes.

**TABLE 22**  
**RESIDENTIAL DEVELOPMENT POTENTIAL**  
**FOR VACANT AND UNDERUTILIZED PROPERTIES**

PROPERTY	ZONING CATEGORY	ACRES	PERMITTED/ POTENTIAL DENSITY	POTENTIAL UNITS
<b>Major Properties</b>				
Sites A & B <sup>(a)</sup>	R-A/R-1	4.3	40.0 dus/ac	170
Site C	SP-4	8.9	22.5 dus/ac	200
Site D	MF-15	6.1	9.2 dus/ac	56
Site E	SP-7	13.5	9.0 dus/ac	121
Site F	MF-15, MF-20, OS	10.1	12.0 dus/ac	120
Site G	PCD-1	2.0	8.0 dus/ac	16
Site H	P-B	2.5	4.8 dus/ac	12
Site I	SP-10	1.3	40.0 dus/ac	51
Site J	R-1	267.0	1.0 dus/ac	267 <sup>(b)</sup>
Site K	MF-8	19.1	4.6 dus/ac	87
<b>Infill Lots</b>				
	R-A	7.2	8.0 dus/ac	17
	R-1	22.2	8.0 dus/ac	59 <sup>(c)</sup>
	MF-20	0.5	20.0 dus/ac	7
<b>Total</b>		364.7		1,183

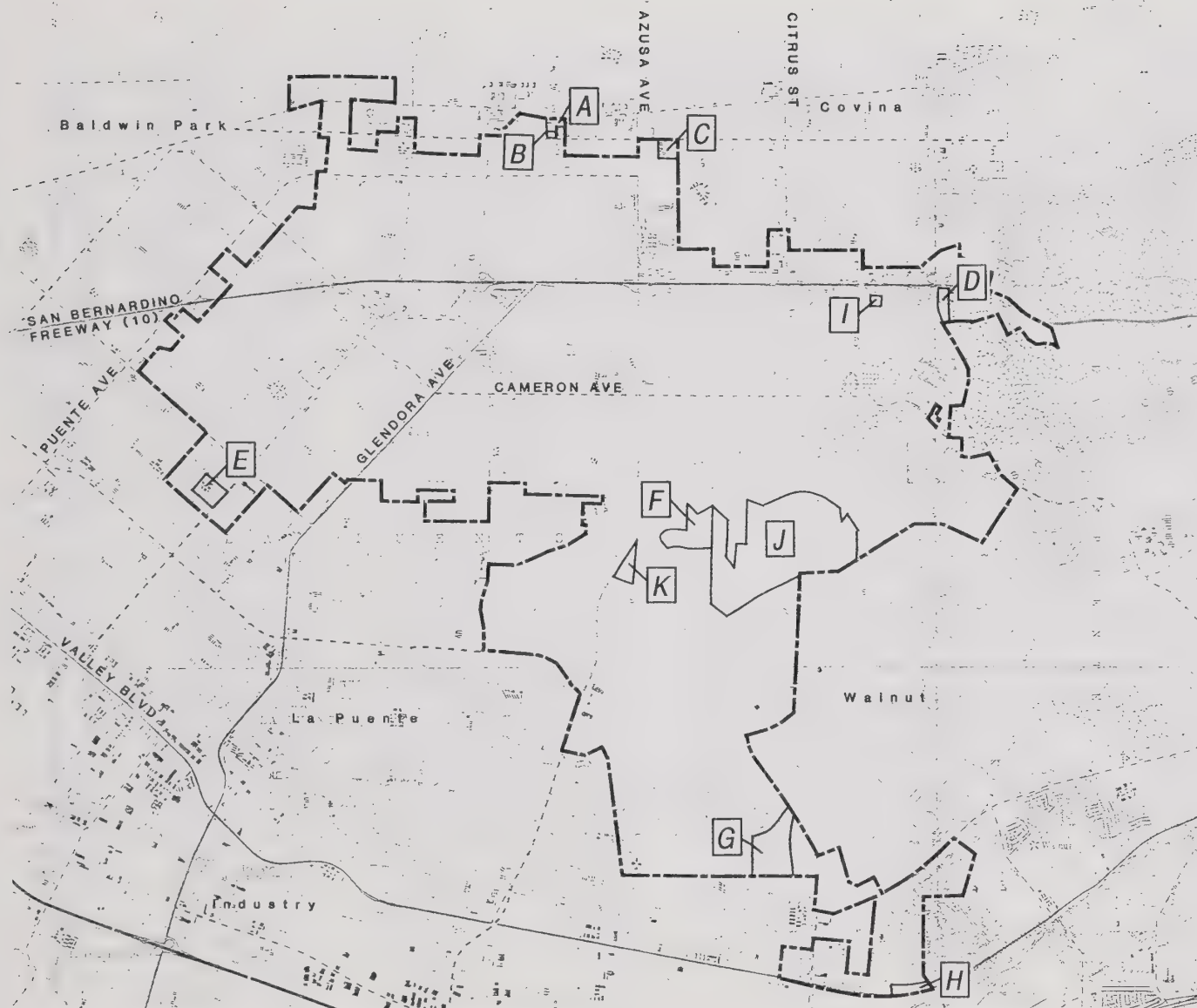
Abbreviations: dus = dwelling units; ac = acre

Source: City of West Covina, August 1994.

Notes:

- (a) Site B is zoned for R-1 and is currently vacant. This site will be used primarily for parking as part of the Lark Ellen Towers development.
- (b) South Hills Development utilizes a density transfer mechanism to allow the development of the 290 units in concentrated areas of the site as long as overall density of the development averages 1 unit per acre.
- (c) While the City's has approximately 22.4 acres of vacant land zoned for single-family uses, development on much of this land is constrained by the hillside topography.





**Figure 7**  
**Residential**  
**Opportunity Areas**



Opportunity Area



See Table 21 for zoning  
designation, acreage and  
potential units.

SOURCE: 1990 U.S. Census.





### **C. RESIDENTIAL DEVELOPMENT POTENTIAL COMPARED WITH WEST COVINA'S REGIONAL HOUSING NEEDS**

The City's share of regional housing needs as identified by SCAG is 1,150 units (143 very low income, 163 low income, 212 moderate income, and 632 upper income) for the period covering July 1, 1989 through June 30, 1996. These regional needs represent the number of new units needed in the City based on households which are expected to reside in the City (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. Based on the HUD-established 1994 County Median Income (MI) for Los Angeles-Long Beach Metropolitan Area, the income limits for these four income categories are as follows:

- Very Low Income - Less than \$25,200
- Low Income - \$25,200 - \$39,899
- Moderate Income - \$39,900 - \$54,239
- High Income - \$54,240 +

Based on HUD's established criteria of affordable housing cost at 30 percent of gross household income, maximum monthly affordable housing cost is \$630 for very low income, \$998 for low income, and \$1,356 for moderate income households. Given these affordable housing cost limits and assuming a 30-year mortgage at a fixed interest rate of 7.5 percent with ten percent downpayment, maximum affordable cost of an ownership unit is \$100,000 for very low income, \$158,500 for low income, and \$215,000 for moderate income households. Comparing these affordable housing cost limits with development which has already occurred during this Housing Element cycle, the City's progress in fulfilling its RHNA can be determined.

In 1992, 25 townhomes were developed in West Covina by Taico Development and were sold from \$147,000 to \$167,000, rendering these units affordable to low and moderate income households. Sales prices in the Lewis Homes El Dorado Tract averaged \$240,00 per unit, rendering these 63 units "upper income." The 172-unit Lewis Homes Sunset Palms Tract sold at much lower prices, with average sales prices of \$180,000, providing affordability to moderate income households. With no specific sales price information available, the remaining single-family homes built between July 1989 and June 1994 will be assumed to be upper income units.

According to the 1993 City rent survey, the Vintage Park senior apartments were renting at \$615 for one-bedroom and \$755 for two-bedroom units. These units are affordable to moderate income elderly households of one or two persons. Combining this rental and ownership development since July 1989, West Covina has fulfilled 584 units of its total 1,150 regional housing need for this Housing Element cycle (Table 23).

Affordability of anticipated future development can be determined by the permitted density of development. The State Department of Housing and

Community Development (HCD) has established the following general affordability standards based on density:

- Very Low Income (minimum 25 units/acre)
- Low Income (minimum 18 units/acre)
- Moderate Income (minimum 8 units/acre)

Based on these standards, 221 new units would be affordable to very low income (Lark Ellen Towers and SP-10), 207 units affordable to low income (MF-20 and SP-4), and 389 units affordable to moderate income households (MF-15 and SP-7). As shown in Table 23, West Covina has adequate sites zoned at appropriate densities to fulfill its total share of regional housing needs for the Housing Element cycle. More important, the City will also be able to meet the housing growth requirements for all income levels.

**TABLE 23**  
**SITE INVENTORY COMPARED WITH RHNA**

<b>Income Category</b>	<b>Units Built Since 7/89-6/94</b>	<b>Potential New Units 6/94-6/96</b>	<b>Total Units 7/89-6/96</b>	<b>RHNA Requirements</b>
Very Low Income	0	221	221	143
Low Income	13	207	220	163
Moderate Income	184	389	573	212
Upper Income	387	366	753	632
<b>Total</b>	<b>584</b>	<b>1,183</b>	<b>1,767</b>	<b>1,150</b>

Source: City of West Covina, August 1994.

## **VI. HOUSING PLAN**

### **A. EVALUATION OF ACCOMPLISHMENTS UNDER ADOPTED HOUSING ELEMENT**

State Housing Element law requires a community to assess its achievement under adopted housing element programs as part of the five-year update to its housing element. These results should be quantified where possible (e.g. rehabilitation results), but may be qualitative where necessary (e.g. mitigation of governmental constraints). These results then need to be compared with what was projected or planned in the earlier element. Where significant shortfalls exist between planning projections and actual achievements, the reason for such discrepancies must be discussed.

The City's current Housing Element was adopted in March 1990 and contains a series of housing programs referred to as "implementing actions." This section reviews the appropriateness of these programs, the effectiveness of the Element, and the progress in implementation between March 1990 and August 1994.

#### **Housing Affordability**

As discussed in Section II of this Housing Element, 13 percent of the City's households are living in overcrowded units, and 31 percent of the City's owner-households and 47 percent of the renter-households are overpaying for housing. The City will continue to utilize Section 8 Rental Assistance Programs, subsidize new construction of low income units, and provide priority processing/fast-tracking for projects with an affordable housing component. New housing programs such as the Mortgage Debt Reduction Program, First-Time Homebuyer Program, and Mortgage Credit Certificate Program have been included in this Housing Element to provide additional affordable housing opportunities to lower and moderate income households in the City.

The City continues to contract with the Baldwin Park Housing Authority to administer the Section 8 Rental Assistance Program. As of July 1994, 211 very low income households in West Covina receive assistance under the Section 8 Certificate and Voucher programs. In addition, 166 very low income households are being assisted with Section 8 subsidies in two Section 224(d)(1) New Construction projects. Thus, a total of 377 very low income households are currently assisted under various Section 8 programs. This level of achievement has exceeded the City's goal of assisting 279 households.

To encourage affordable housing production in the City, the City Council approved a 51-unit senior citizen condominium development (the Courtyard of East Hills by Birtcher Senior Properties) on a 1.3-acre site on January 4, 1994. This project was approved under the Specific Plan (SP) zone in order to allow for flexible development standards for the project. The project was given priority status for processing and a Senior Planner was assigned to assist in streamlining

the procedure. In addition, City staff assisted in completing much of the support work for the project, and plan-checking for the project was expedited by assigning the project to an outside consultant to ensure short turn-around time.

Both the 86-unit Vintage Park Apartments built in 1990 and 51-unit Courtyard of East Hills approved by Council in 1994 are senior housing developments granted a reduction in park fees. The amount of park fees are based, in part, on the average household size in the City. The reduction was calculated based on an average senior household size of 1.3 persons, which is less than the City's non-senior average household size of 3.3 persons.

### **Housing Accessibility**

The City continues to contract with the San Gabriel Valley Fair Housing Council (SGVFHC) to provide fair housing services to residents of West Covina. In FY 1993/94, 203 West Covina households were assisted by the SGVFHC. Also, the City completed a Fair Housing Assessment in June 1994. The Assessment concludes that the City does not have racially and ethnically segregated housing patterns to any significant degree. There is, however, a significant negative relationship between the share of hispanic households and housing costs. That is, as the proportion of Hispanic households increases in a neighborhood, median home value in that neighborhood decreases significantly. Conversely, median home value in a neighborhood increases significantly as the proportion of White households in that neighborhood increases. Homeownership rates are also disproportionately low for black and hispanic households.

The West Covina Department of Human Services, in conjunction with the Salvation Army, continues to administer the motel voucher program to provide emergency housing in the City. The program provides an average of 40 motel vouchers to needed individuals and families annually. In addition, the City uses CDBG funds to support non-profit agencies that provide support services for homeless persons and other special needs populations.

To ensure equal access to housing to all persons, the City will continue to fund fair housing services, operate roommate matching and dial-a-ride programs for elderly persons, and support agencies that provide homeless and social services. Specifically, the City will develop an aggressive citizen participation plan as part of the City's consolidated planning and reporting for the use of CDBG funds to ensure that housing programs address the needs and concerns of the residents.

### **Housing Preservation**

Prior to 1993, the City used CDBG monies to fund its Home Improvement Program for lower income households. On average, 40 loans were approved annually. In July 1993, the City transferred the responsibility of administering the program to the Redevelopment Agency and the program was expanded through the use of housing set-aside funds. With the use of set-aside funds, the

program was expanded to extend assistance to moderate income households, to increase the maximum loan amount, and to offer assistance to absentee owners.

In addition, the City continues to operate its Code Enforcement Program and enforce its Property and Landscape Maintenance Ordinances. In 1993, Code Enforcement officers handled a total of 24 property maintenance violations and 467 landscape maintenance violations on residential properties.

According to the housing condition survey conducted for this Housing Element, 215 housing units in the City are in need of minor repairs and 39 units are in need of moderate repairs. No housing unit in West Covina is dilapidated to the extent that warrants replacement. These low figures can be explained in part by the City's 18 year old Housing Improvement Program which has assisted over 750 homeowners in making necessary repairs such as new roofs, plumbing, etc.. The City will utilize the results of the conditions survey to aggressively market the expanded rehabilitation program in areas with concentrated housing deterioration.

### **Site Identification**

Lack of vacant land is a major constraint limiting housing construction in the City. As part of this Housing Element, the City updated its inventory of vacant and underutilized sites available for residential development. This site inventory provides for the development of 1,183 additional units to fulfill the City's share of regional housing needs, and is discussed in Section V of this Element. In order to provide adequate sites for residential development, the City approved the development of two surplus school sites in 1989 - Sunkist and Tonopah - for residential uses. The Sunkist school site was approved for a 200-room retirement home and health care facilities under Specific Plan No. 4. The Tonopah school site was approved for the development of 121 patio homes under Specific Plan No. 7.

## **B. AFFORDABLE HOUSING REQUIREMENTS OF REDEVELOPMENT LAW**

State Redevelopment Law provides the mechanism whereby cities and counties within the state can, through adoption of an ordinance, establish a redevelopment agency. The agency's primary purpose is to provide the legal and financial mechanism necessary to address blighting conditions in the community through the formation of a redevelopment project area(s). Of the various means permitted under State Law for financing redevelopment implementation, the most useful of these provisions is tax increment financing. This technique allows the assessed property valuation within the Redevelopment Project Area to be frozen at its current assessed level when the redevelopment plan is adopted. As the property in the project area is improved or resold, the tax increment revenue generated from valuation increases above the frozen value is redistributed to the redevelopment agency to finance redevelopment project costs.

The legislative requirements regarding low and moderate income housing generally fall into three basic categories:

- (1) Expenditure of 20% of the tax increment revenue to increase and improve the supply of low and moderate income housing in a community. The requirement for redevelopment agencies to set aside 20% of a project's tax increment for low and moderate income housing can provide a significant source of funding for implementation of a community's housing programs.
- (2) Requirements that redevelopment agencies replace low and moderate income housing which is destroyed as a result of a redevelopment project.
- (3) Requirements that a portion of all housing constructed in a redevelopment project area be affordable to low and moderate income persons and families.

State Redevelopment Law requires that 15 percent of all non-Agency developed/substantially rehabilitated housing in a project area be affordable to low and moderate income households, 40 percent of which must be affordable to very low income households. The law further requires that 30 percent of all Agency developed/substantially rehabilitated housing be affordable to low and moderate income households, 50 percent of which must be affordable to very low income households.

There is now legislation in place which requires preparation of a Redevelopment and Housing Implementation Plan. The plan must detail the Agency's strategy for expenditure of housing set-aside funds and fulfillment of affordable housing requirements.

The City of West Covina is preparing the Redevelopment and Housing Implementation Plan concurrently with this Housing Element update to ensure the development of a consistent and comprehensive housing strategy that fulfills the legal requirements of Redevelopment and Housing Element laws as well as address the housing needs of the community.

### **West Covina Redevelopment Project Areas**

Below is a brief history of the West Covina Redevelopment Project Area.

#### *Central Business District Redevelopment Project*

At the end of 1971, West Covina formed the West Covina Redevelopment Agency and created the Central Business District Redevelopment Project. The purpose of the Project, in general, was to position West Covina as the central retailing and commercial area for the East San Gabriel Valley region. The Project specifically focused upon the commercial areas to the south of the San

Bernardino Freeway along West Covina Parkway and Glendora Avenue. It was found that sales volume for the commercial properties in the Project Area were declining, which contrasted sharply with the rapid population growth the city was experiencing. The CBD Redevelopment Project was subsequently amended in 1977, 1980, 1984 to add some clarifying language and technical changes, as well as more than 240 acres of land to the Project Plan.

#### *Eastland Redevelopment Project*

In 1975, the Eastland Redevelopment Project was established to address the economic and structural decay which had fallen upon the Eastland commercial area in northeast portion of the City. The 199 acres in the Project Area included the Eastland Shopping Center complex and surrounding commercial/retail district. It was found that the economic decline in the area resulted from the inability of the outdated Eastland Shopping Center to compete with new enclosed regional shopping malls in its market area. In 1990, the Eastland Redevelopment Project was amended to add approximately 1,116 acres to the existing Project Area. The amendment areas were included in response a perception that development within the San Bernardino Freeway corridor had been taking place in a sporadic and unplanned manner, resulting in the creation of pockets of physical, social, and economic blight.

#### *West Covina Redevelopment Project Merger & Amendments*

In December 1993, the City Council adopted Ordinance No. 1928 which approved the amendment and merger of the Central Business District and Eastland Redevelopment Project thereby creating the West Covina Redevelopment Project. The amendment added 64 acres to the merged areas. The primary reason for the merger of two existing redevelopment projects was to permit the transfer of tax increment revenues between the two projects in order to achieve the following two objectives: 1) enhance the flexibility of the Agency to undertake economic development projects; and 2) increase the security for any tax allocation bonds which may be issued in the future. Secondly, the merger of the projects would streamline the administrative process and consolidate the general controls and time limitations of the respective redevelopment plans.

On January 1, 1994, the Community Redevelopment Law Reform Act of 1993 (Assembly Bill 1290) took effect. The new legislation included changes affecting existing redevelopment projects; specifically, the establishment of time limitations for each individual merged plan for redevelopment project mergers adopted prior to December 31, 1993. The time limitations required by AB 1290 regulate the following: 1) the ability to incur loans, advances, or indebtedness for financing projects; 2) the effective life of the redevelopment plan; and 3) the period for receiving tax increment revenue to pay indebtedness. The time limitations apply to each merged plan which added territory.

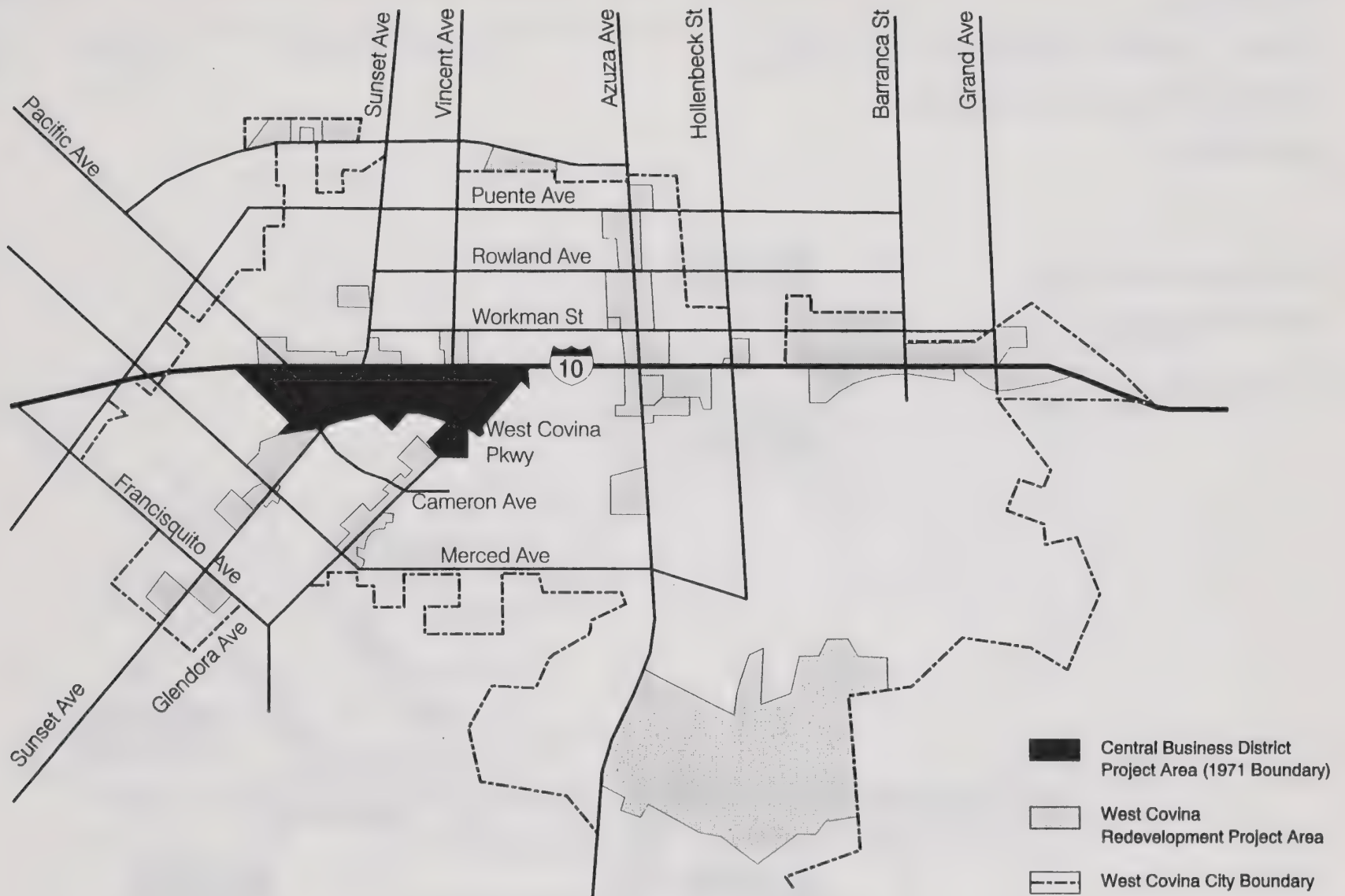
Table 24 summarizes the new time limitations required by AB 1290 as they apply to each merged plan under the West Covina Redevelopment Plan. Figures 8

through 13 identifies the location of the territory added to the project area by each merged plan.

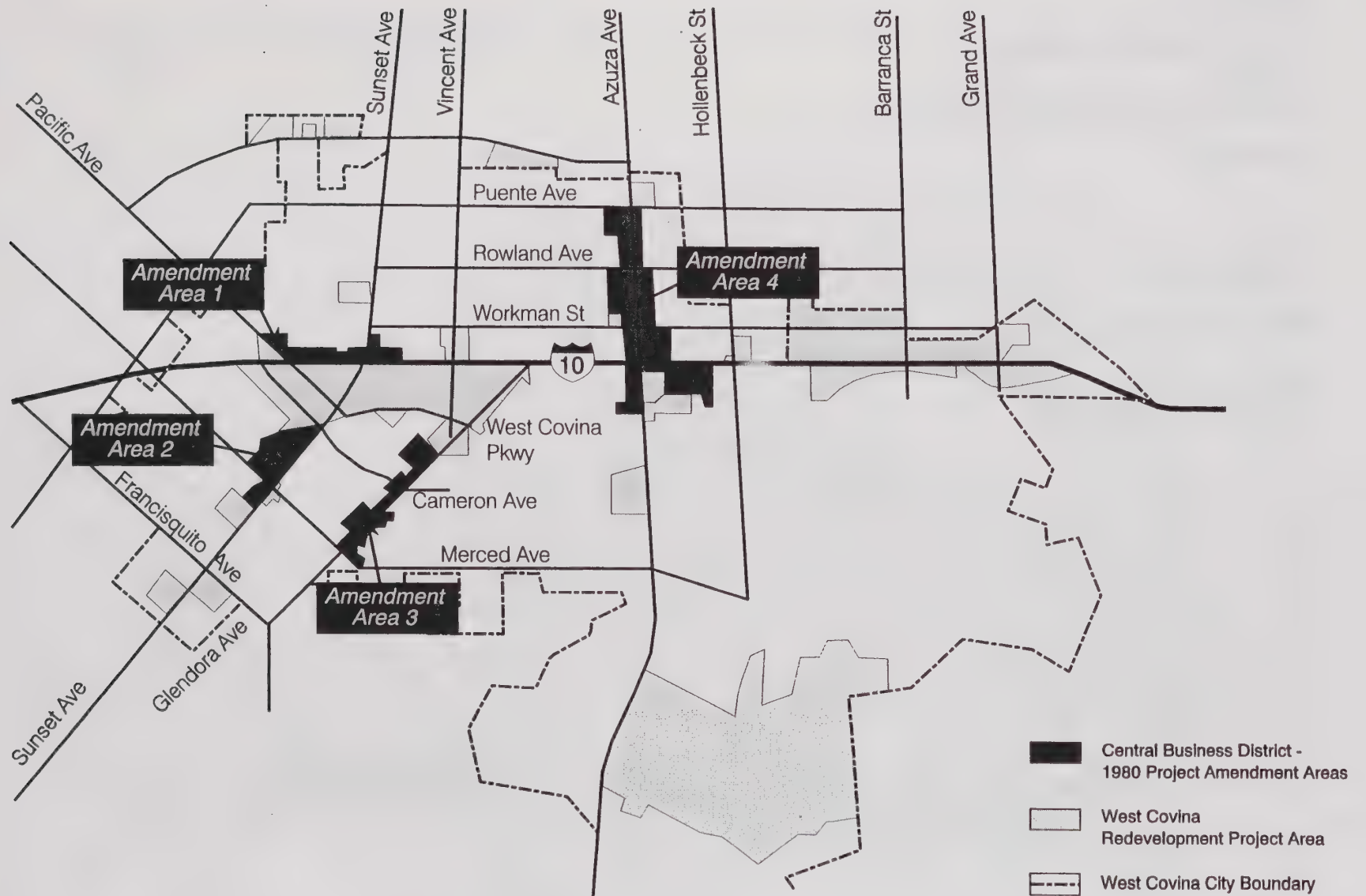
**TABLE 24  
NEW TIME LIMITATIONS OF MERGED PLANS UNDER  
THE WEST COVINA REDEVELOPMENT PLAN**

<b>Merged Redevelopment Plan</b>	<b>Adoption Date</b>	<b>Debt Time Limit</b>	<b>Plan Effective Time Limit</b>	<b>Tax Increment Time Limit</b>
CBD Original (Ordinance No. 1180)	12/20/71	1/1/04	12/20/11	12/20/21
CBD Amendment 1 (Ordinance No. 1481)	7/7/80	1/1/04	7/7/20	7/7/30
CBD Amendment 3 (Ordinance No. 1657)	12/20/84	12/20/04	12/20/24	12/20/34
Eastland Original (Ordinance No. 1269)	7/14/75	1/1/04	7/14/15	7/14/25
Eastland Amendment 1 (Ordinance No. 1852)	7/9/90	7/9/10	12/21/28	12/21/38
West Covina Merger/Amend (Ordinance No. 1928) New territory only	12/21/93	12/21/13	12/21/28	12/21/38

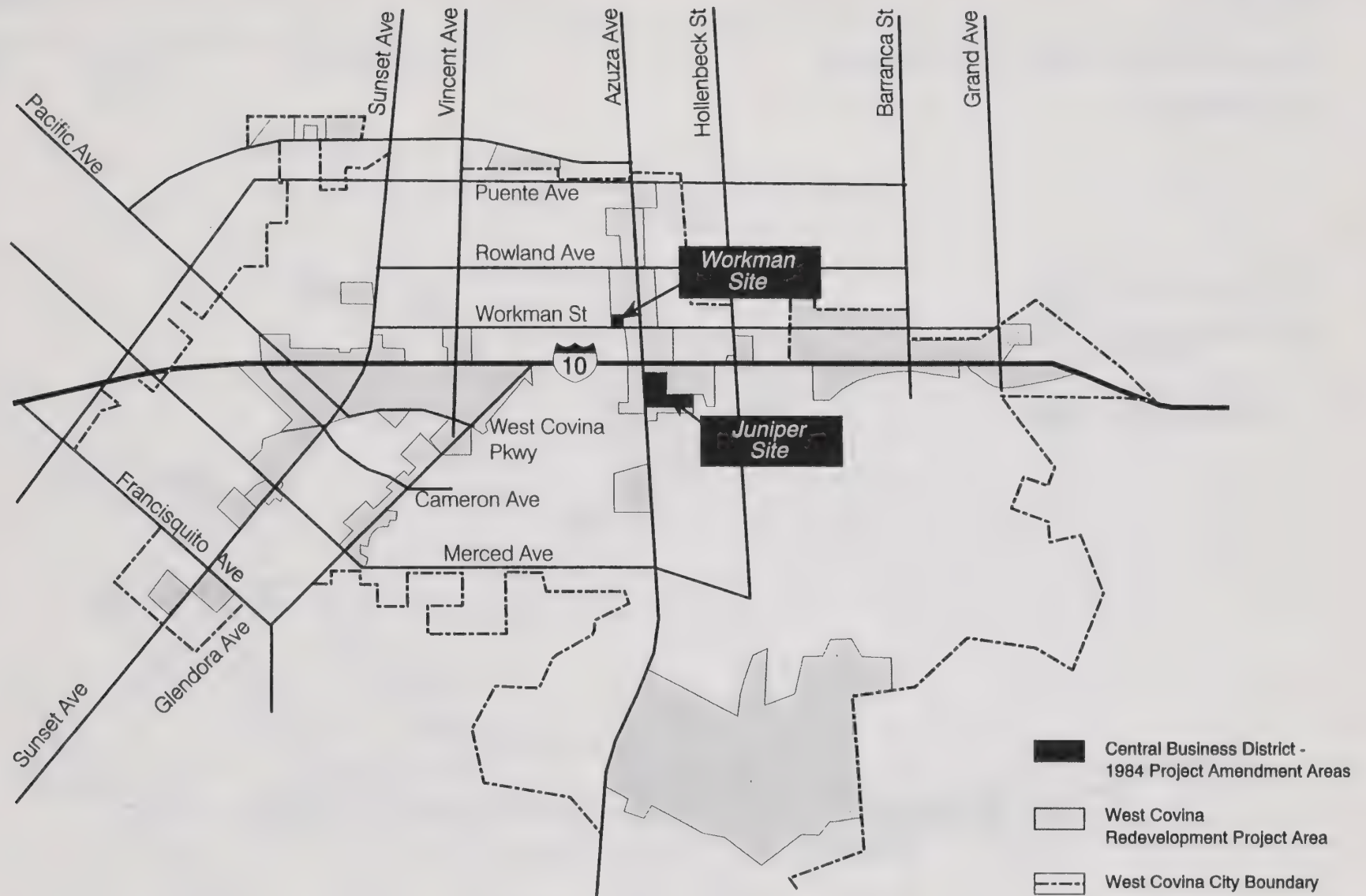
Note: The first amendment to the Central Business District Redevelopment Plan (Ordinance No. 1342) did not add any new territory and therefore is not affected by the new time limitations imposed by AB 1290.



**Figure 8**  
**Central Business District**  
**Project Area (1971)**



**Figure 9**  
**Central Business District**  
**Project Amendment Areas (1980)**

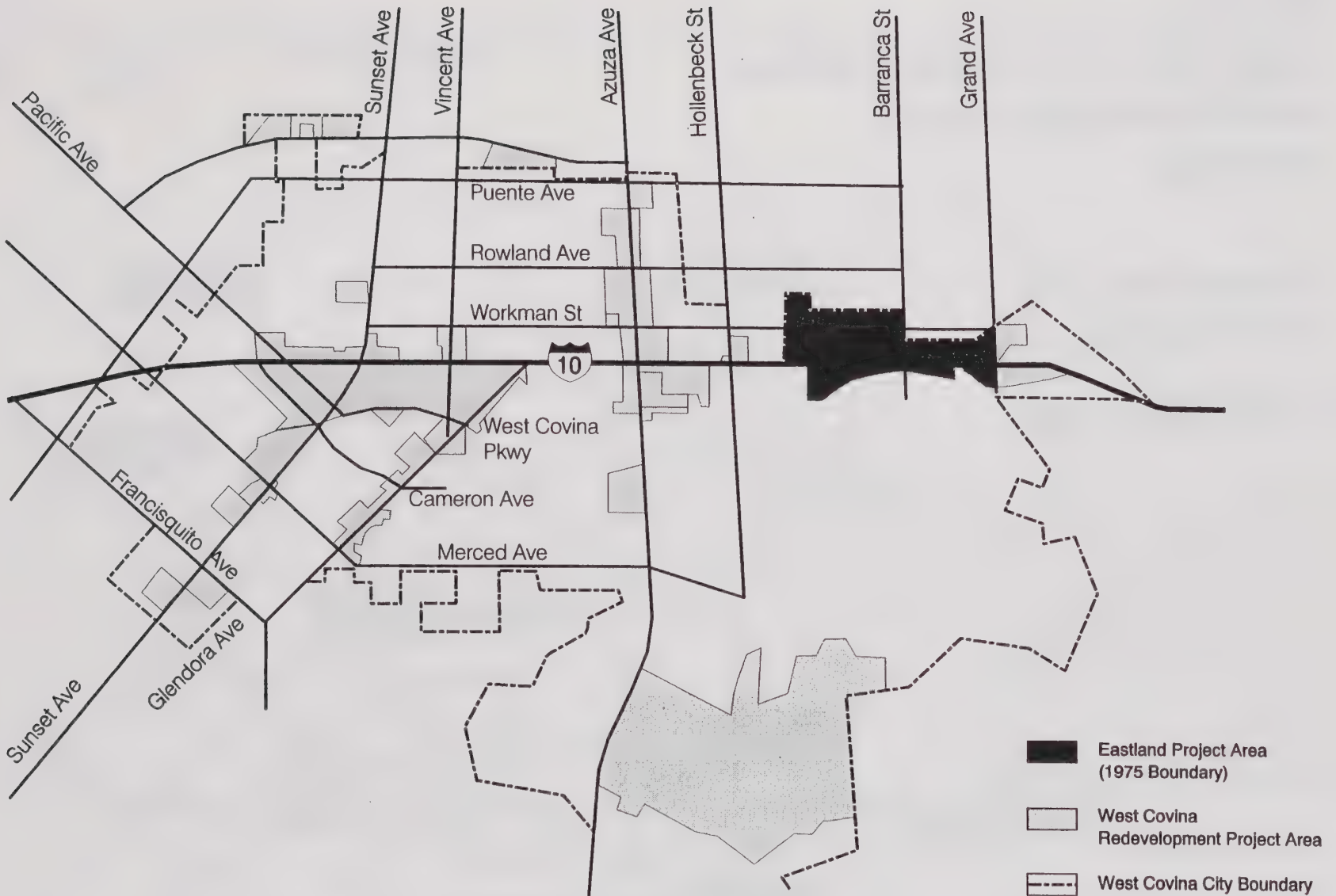


**Figure 10**  
**Central Business District**  
**Project Amendment Areas (1984)**

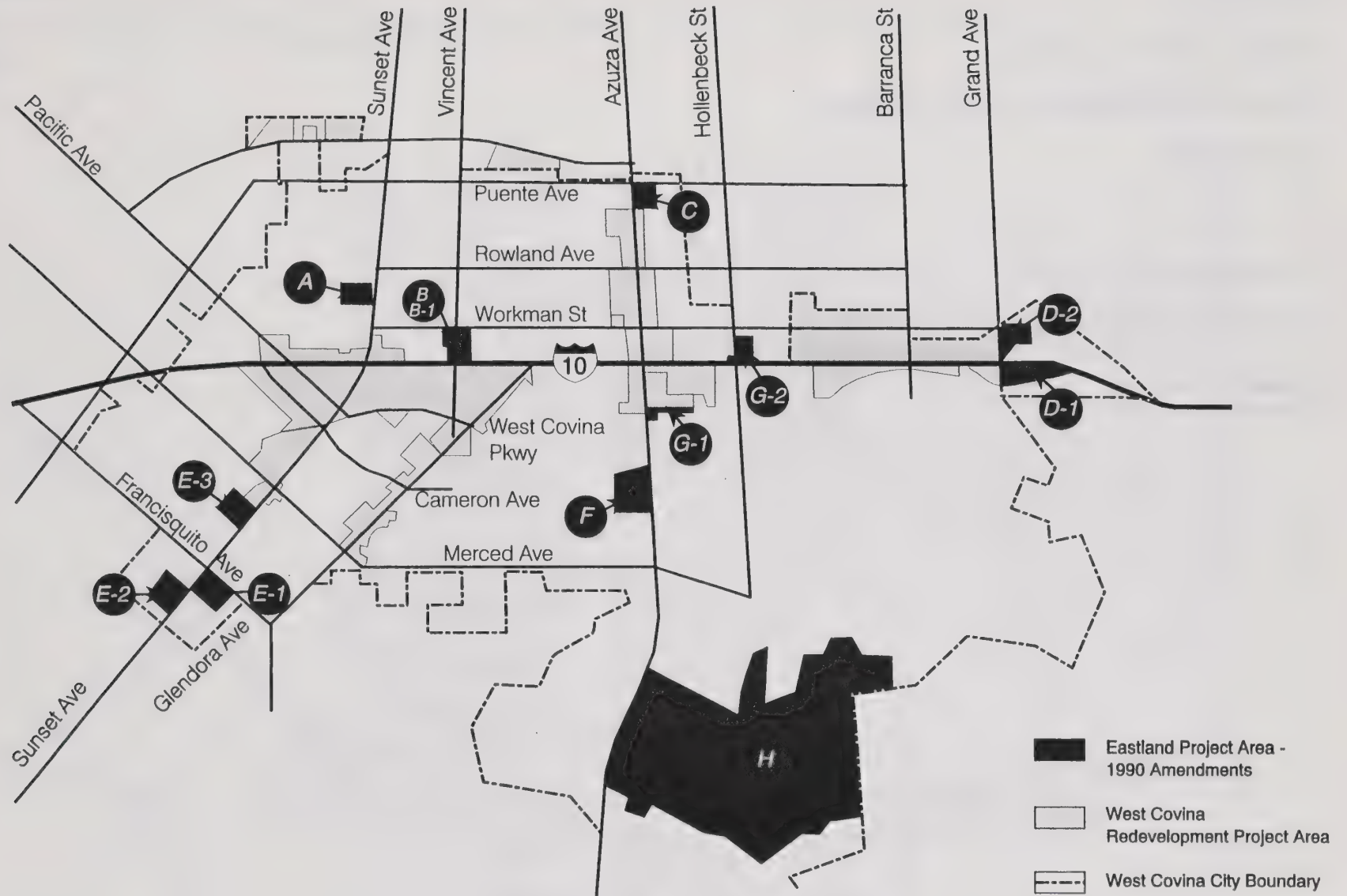


North  
Not to Scale

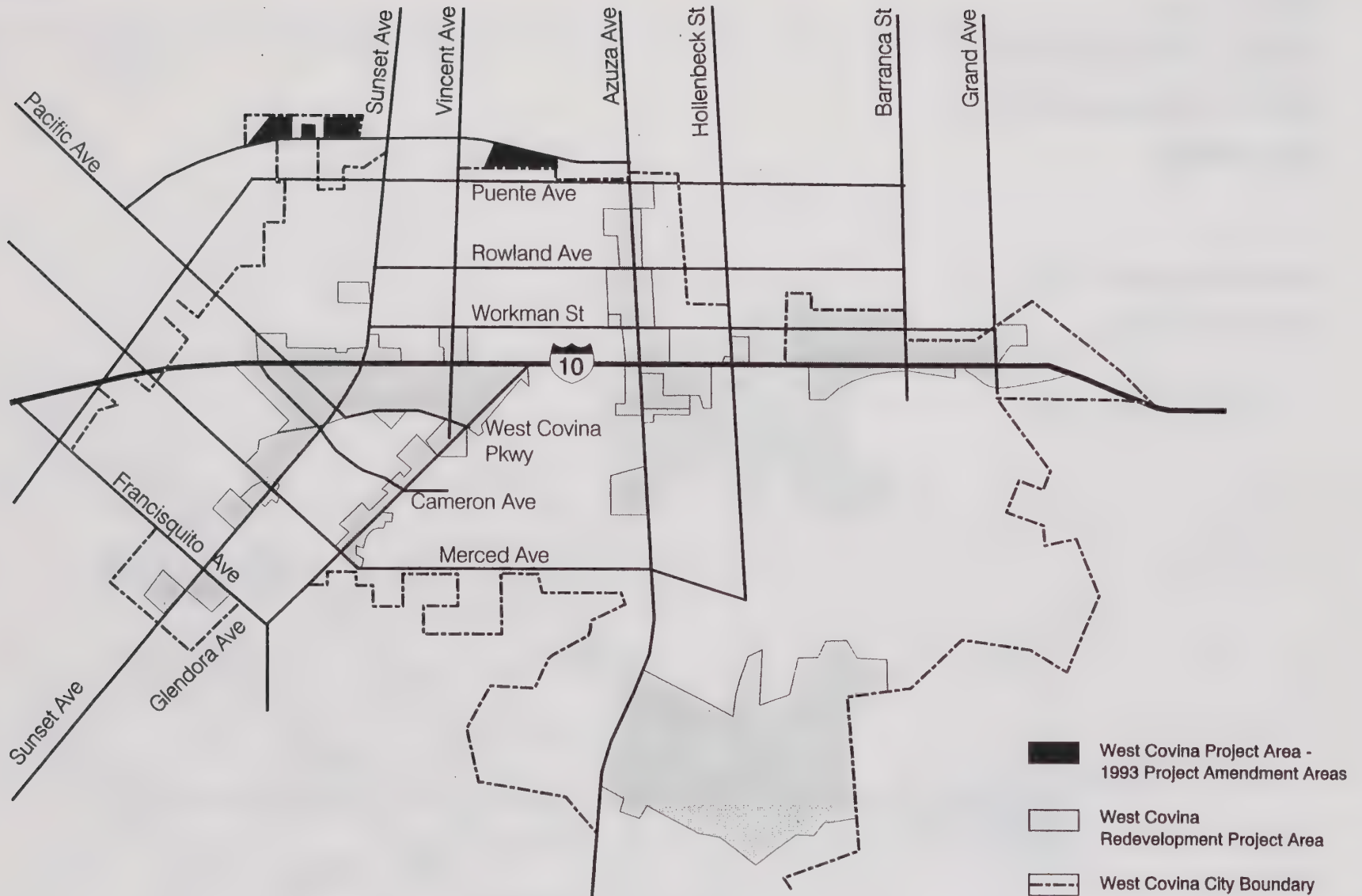
Source: West Covina RDA



**Figure 11**  
**Eastland Project Area (1975)**



**Figure 12**  
**Eastland Project Area**  
**Amendments (1990)**



**Figure 13**  
**West Covina Redevelopment**  
**Project Area (1993)**

### *Expenditure of Housing Set-Aside Funds*

Pursuant to State law, localities may expend their housing funds on a wide variety of activities, including the following:

- Land Disposition and Write-Downs
- Site Improvements
- Loans
- Issuance of Bonds
- Land and Building Acquisition by Agencies
- Direct Housing Construction
- Housing Rehabilitation Program
- Rent Subsidies
- Predevelopment Funds
- Administrative Costs for Non-Profit Housing Corporations

Between FY 1989/90 and FY 1992/93, the West Covina Redevelopment Agency deposited approximately \$3.5 million in its Low/Mod Housing Fund. The Agency has defined an ambitious program for expending its housing fund monies, including homeownership assistance for first-time homebuyers, rehabilitation of the older housing stock, preservation of existing affordable rental housing through a Mortgage Debt Reduction Program and other types of Agency assistance for affordable new construction. The West Covina Redevelopment and Housing Implementation Plan details the Agency's five-year plan for expenditure of the set-aside funds and fulfillment of affordable housing requirements.

While the Low/Mod fund is the primary source of funding to finance and assist redevelopment projects in the Redevelopment Project Area, the Agency can use several other sources of funds to leverage affordable housing fund and to maximize the level of assistance provided. Potential funding sources include Community Development Block Grants (CDBG), HOME funds, California Housing Finance Agency (CHFA), Federal Home Loan Bank (FHLB), Federal Low Income Housing Tax Credit (FLIHTC), Mortgage Credit Certificates (MCC), and Savings Association Mortgage Company (SAMCO).

## **C. FIVE-YEAR HOUSING PROGRAM**

The City's housing program has been revised to respond to the housing needs discussed previously. It includes goals, policies and actions that have proved successful in the past and those that are expected to address the changing needs and concerns identified in the previous sections of the element. Housing programs are discussed below and responsible agencies, time frames and funding sources are specified.

### **Issue 1: Housing Affordability**

---

The existing housing need in West Covina is centered around the affordability of the housing stock. According to discussions in Section II of this Element, housing costs in the City are lower than the median price for the Los Angeles area and average rents are comparable to fair market rents established by the Housing Authority. Still, the 1990 Census estimates 31 percent of the City's owner-households and 47 percent of the renter-households were overpaying for housing. City programs must continue to address affordability to alleviate housing overpayment.

#### **Goal 1 : Housing Affordability**

To provide all residents of West Covina with opportunities to live in decent, safe, sanitary and energy-efficient housing at costs they can reasonably afford.

#### **Policy 1.1: Utilize Appropriate Federal and State Housing Programs**

Federal and state funds will be pursued and allocated to encourage and assist in increasing the supply of housing for lower-income households.

#### **Policy 1.2 : Support Special Housing Development**

The City will facilitate the development of housing for lower income households, the elderly, the handicapped, first-time buyers and young renters.

#### **Policy 1.3 : Local Standards**

The City will examine local standards, regulations and requirements to determine their impact on development costs and recommend appropriate adjustments to reduce these costs, especially for projects incorporating units affordable to lower - income households, while upholding public health, safety and general welfare concerns.

## **Policy 1.4 : Financing for Housing**

The City in conjunction with the Redevelopment Agency will consider creative methods of financing that may be available to reduce the costs of housing for all income groups in the community.

## **Policy 1.5 : New Construction**

The City will encourage the construction of a wide variety of new housing to meet the needs of all residents. All residentially zoned land is considered potentially suitable for assisted housing.

### **Implementing Action 1.1 : Section 8 Rental Subsidy**

The City will support and encourage the participation of rental property owners in the Section 8 Rental Assistance and Housing Voucher programs funded by the Department of Housing and Urban Development (HUD). The subsidies represent the difference between the excess of 30 percent of the monthly household income and the fair market rent. West Covina contracts with the Baldwin Park Housing Authority to operate these programs within its jurisdiction. As of July 1994, 211 very low income households in West Covina are receiving rent subsidies through the Baldwin Park Housing Authority and Los Angeles County Housing Authority. Currently, the subsidies are for 102 one-bedroom, 79 two-bedroom, 26 three-bedroom, and 4 four-bedroom units. The City will focus its efforts on securing additional rent subsidies from HUD.

Responsible Agency:	Department of Human Services
Funding Source:	Department of Housing and Urban Development
Time Frame:	Ongoing

### **Implementing Action 1.2: Housing Set-aside Fund**

Twenty percent of all tax increment received by the Redevelopment Agency is mandated to be used for affordable housing for households with income less than 120 percent of the area median family income. State Redevelopment law sets forth a variety of options for localities to expend their 20 percent set-aside funds, including the following:

- Acquire real property or building sites;
- Improve real property or building sites with on-site or off-site improvements;
- Donate real property to private or public persons or entities;
- Finance insurance premiums during the construction or rehabilitation of affordable housing that are administered by governmental or nonprofit organizations;
- Construct, acquire, or rehabilitate properties;
- Provide subsidies to very low, low, or moderate income households;

- Develop plans, pay principal and interest on bonds, loans, advances, or other indebtedness, or pay financing or carrying charges;
- Maintain the community's supply of mobile homes;
- Preserve publicly assisted housing units that are at risk of converting to market rate housing;
- Fulfill replacement housing requirements;
- Subsidize administrative expenses provided the expenses are proportionate to the amount spent on the production, improvement, and preservation of housing.

The West Covina Redevelopment Agency anticipates receiving approximately \$1,300,000 in set-aside funds annually. The Agency is preparing an AB 1290 Redevelopment and Housing Implementation Plan concurrently with this comprehensive update of the City's Housing Element, which will set forth a five-year housing strategy for expenditure of the Agency's set-aside funds. Major programs underway include the First-Time Homebuyer Program, Mortgage Debt Reduction Program, and Home Improvement Program.

Responsible Agency: West Covina Redevelopment Agency  
 Funding Source: Redevelopment set-aside funds  
 Time Frame: Complete Redevelopment and Housing Implementation Plan by end of 1994

### **Implementing Action 1.3: Subsidized Financing for New Construction**

The City will continue to explore and evaluate the use of other public and private funding sources to finance new construction. Potential sources of financing include the redevelopment 20 percent set-aside funds, Los Angeles County Bond program, State housing tax credits, Federal Home Loan Bank Affordable Housing Program, SAMCO, and CHFA. The City will respond to Notices of Funding Availability (NOFAs) as they are issued and will direct developers to available affordable housing funding sources as appropriate.

Responsible Agency: West Covina Redevelopment Agency  
 Funding Source: Variable  
 Time Frame: Ongoing

### **Implementing Action 1.4: Federal New Construction Subsidy Programs**

The City will continue to support developer applications which utilize federal new construction subsidy programs to help increase the amount of affordable housing in the City. Two projects in the City have been constructed under the Section 8 New Construction program: the Mountain Shadows at 2775 Valley with 80 units and the Olive Tree Apartments with 83 units for elderly households. These projects are affordable to very low income households. The 169-unit Rollingwood Apartments was constructed under Section 221(d)(4) and is affordable to moderate income households. Other HUD programs such as Sections 202 and 811 are available for housing for elderly and handicapped

persons. The City will pursue and support the opportunities of utilizing these HUD programs.

In addition, a major new source of federal housing funds is available through the HOME program. The HOME program was created under the National Housing Affordability Act of 1990. Under HOME, HUD will award funds to localities on the basis of a formula which takes into account tightness of the local housing market, inadequate housing, poverty, and housing production costs. West Covina can apply to the State HCD for up to \$1 million in HOME funds. HCD awards the funds based on a set of criteria, including housing element compliance. Upon completion of this Element, West Covina will consider pursuing HOME funds in the future funding cycles.

Responsible Agency: West Covina Redevelopment Agency, Planning  
Department  
Funding Source: Department of Housing and Urban Development  
Time Frame: Respond to NOFA in 1995 for HOME funds

#### **Implementing Action 1.5: Senior Citizen Housing Standards**

The City will encourage the provision of senior housing through regulatory modifications for senior housing projects. In 1984, the City's zoning ordinance was amended to include provisions for senior citizen housing (Section 26-679, et seq.) with modified standards for minimum lot size, parking requirements, and density bonuses. The 188-unit Heritage Park has reduced parking requirements and reduced unit size. The 83-unit Olive Tree Terrace was approved with reduced parking requirements and waiver on minimum unit size. The 86-unit Vintage Park and 60-unit Villa del Vista were both granted a 100 percent density bonus, reduced parking requirements, and reduced unit size. The Courtyard of East Hills was also granted a 100 percent density bonus and reduction in parking requirements.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

#### **Implementing Action 1.6: Fast-Track/Priority Processing for Low-income and Special Needs Housing Projects**

To encourage affordable housing development and to address the need for housing to serve special needs groups, City has established fast-tracking/priority processing procedures for residential projects with a low income housing component and for projects that reserve units specifically for handicapped households, large households, the elderly, female-headed households, and the homeless. These projects will be monitored after construction to ensure that subsequent tenants are households with special needs and/or lower income.

Specifically, the City will assign senior staff to handle the projects and staff assistance may be provided to prepare the necessary documents. Park fee reductions may also be granted as appropriate.

Responsible Agency: Planning Department, Building and Engineering  
Department  
Funding Source: General Fund  
Time Frame: Ongoing

### **Implementing Action 1.7: Mortgage Debt Reduction Program**

The West Covina Redevelopment Agency has initiated a Mortgage Debt Reduction Program to owners of multi-family units within the West Covina Project Area. Under this program, a lump sum write-down of an existing interest-bearing note will be offered by the Agency to reduce debt service on existing multi-family apartment complexes. In return, the property owner will execute a recorded covenant with the Agency which requires the continuance of affordable rental rates for a specified number of units for the life of the redevelopment plan (currently 35 years).

The percentage of units restricted to affordable rents will be based on the level of Agency assistance. Concurrently, a low interest loan may also be offered to the property owner for the improvement of the property as necessary to conform to City codes. Property maintenance covenants will also be applied to the Agency assisted apartment complexes.

The City has two projects underway under this program - the Daisy Apartments will provide ten low income units and the Mauna Loa Apartments will provide eight low income and four very low income units.

Responsible Agency: Redevelopment Agency  
Funding Source: Redevelopment set-aside funds  
Time Frame: Achieve 35-year affordability restrictions on 18 low income and 4 very low income units by June 1996.

### **Implementing Action 1.8: First-Time Homebuyer Program**

The West Covina Redevelopment Agency is in the process of establishing a new First-Time Homebuyer Program with a target population of low and moderate income first-time homebuyers in the City. The program is limited to single-family homes, townhomes, or condominium units that are owner-occupied and has the following requirements:

- Maximum loan amount of \$25,000 or 20 % of purchase price, whichever is less
- Loan secured through second deed of trust
- Simple annual interest rate of 5%
- No payments for Year 1 through Year 5

- Interest plus principal payments begin Year 6 through life of the loan (25-year amortization period)
- No fees to borrower
- Payment of loan is due on the date when the earliest of the following occurs:
  - Sale of property
  - Property is no longer owner-occupied
  - Property is refinanced for more than the first mortgage or the first mortgage is paid off
  - 30 years
- Buyer required to invest a minimum downpayment of 3% of the home sales price

The Redevelopment Agency anticipates allocating \$500,000 per year to this program, with the goal of achieving approximately 20 First-Time Homebuyer loans annually.

Responsible Agency: Redevelopment Agency  
 Funding Source: Redevelopment set-aside funds  
 Time Frame: Initiate program in 1994

#### **Implementing Action 1.9: Mortgage Credit Certificate Program**

The City has adopted a Mortgage Credit Certificate Program in coordination with the County of Los Angeles. The MCC program assists low and moderate income (up to 115 percent of median income) first-time homebuyers to purchase affordable housing within the City. This program is administered by the Community Development Commission (CDC) of the County of Los Angeles. An MCC is a certificate awarded by the CDC authorizing the holder to take a federal income tax credit. A qualified applicant who is awarded an MCC may take an annual credit against federal income taxes of up to twenty percent of the annual interest paid on the applicant's mortgage. This allows more available income to qualify for a mortgage loan and to make the monthly mortgage payments. The value of the MCC must be taken into consideration by the mortgage lender in underwriting the loan and may be used to adjust the borrower's federal income tax withholding.

Responsible Agency: Redevelopment Agency in coordination with LACDC  
 Funding Source: Federal Income Tax Credit  
 Time Frame: Ongoing

#### **Implementing Action 1.10: Park Fee Waiver/Reduction**

The City will continue to grant waivers or reduction of park fees for senior citizen multi-family developments, when appropriate. Park fee waivers are permitted under Section 26-204 of the Zoning Ordinance.

Responsible Agency: Planning Commission/City Council  
Funding Source: General Fund  
Time Frame: Ongoing

#### **Implementing Action 1.11: Mobile Home Rent Control**

West Covina adopted the Mobile Home Park Rent Control Ordinance in 1984 to limit rent increases for mobile home spaces. The City will continue to enforce this ordinance to maintain these mobile home parks as a continued source of affordable housing in the City.

Responsible Agency: Human Services Commission  
Funding Source: General Fund  
Time Frame: Ongoing

#### **Implementing Action 1.12: Modified Standards**

Realizing that development standards may impose costs on residential projects that could financially burden developers of low-income housing, the City will consider modified standards for projects that will provide low-income housing when such modification will not essentially endanger prospective tenants' or the public health, safety and welfare. These modifications may include an increase in allowable density, zero lot line development, reduced parking requirements, or other such incentives.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

#### **Implementing Action 1.13: Manufactured Housing**

Manufactured housing and mobilehome parks represent affordable housing resources for the City's low-income and elderly households. Manufactured housing units in West Covina are found in two mobilehome parks. The City has adopted the Mobile Home Rent Control Ordinance and restricts conversion of mobilehome parks to other uses. State law requires local jurisdictions to permit manufactured housing and mobile homes in all residential zones.

Responsible Agency: Planning Department, Building and Engineering  
Department  
Funding Source: General Fund  
Time Frame: Ongoing

## **Issue 2: Housing Discrimination**

---

Housing discrimination takes many forms. In order to avoid exclusive enclaves or "ghettos" in the City, housing opportunities should not be limited on the basis of sex, age, race, marital status, or disability status. To ensure that persons or households with special needs are able to find suitable housing, the City will address housing accessibility issues in its housing programs.

### **Goal 2: Housing Accessibility**

To ensure equal access to housing to all persons, regardless of sex, age, race, marital status, ethnic background, handicap, sources of income or other characteristic.

#### **Policy 2.1: Fair Housing**

Programs and activities will be undertaken to encourage equal housing opportunities for everyone and to ensure enforcement of fair housing laws.

#### **Policy 2.2: Handicap Accessibility**

The City will encourage and promote accessible housing for the handicapped. This would include the retrofitting of existing dwellings and enforcement of the state accessibility standards for new residential construction.

#### **Implementing Action 2.1: Nonprofit Housing Groups**

The City will support neighborhood and nonprofit housing groups which facilitate the development of new affordable housing or the upgrade of existing affordable housing in West Covina. Specifically, the City will participate with the Southern California Association of Non-Profit Housing (SCANPH) to establish contact with non-profits in the area.

Responsible Agency: All City departments  
Funding Source: General Fund  
Time Frame: Starting in 1994

#### **Implementing Action 2.2: Fair Housing Council**

The City has completed a Fair Housing Assessment in June 1994. The Assessment concludes that the City does not have racially and ethnically segregated housing patterns to any significant degree. There is, however, a significant negative relationship between the share of hispanic households and housing costs. That is, as the proportion of Hispanic households in a neighborhood increases, the median home value in that neighborhood decreases significantly. Homeownership rates are also disproportionately low for black and

hispanic households. The Fair Housing Assessment recommends the City continue its efforts to further fair housing choice; increase homeownership among low and moderate income households and minority households; and pursue additional Section 8 assistance and other housing funds.

The City will continue to contract with the San Gabriel Valley Fair Housing Council (SGVFHC) for fair housing services to City residents using CDBG funds. Fair housing services provided by the SGVFHC include counseling and mediation between tenants and landlords. In Fiscal Year 1993/94, the SGVFHC received 203 calls from West Covina residents requesting services. The SGVFHC also conducts seminars and information activities throughout the region.

The City will refer fair housing complaints to the SGVFHC as appropriate. The City will assist in program outreach through placement of fair housing program brochures in both English and Spanish at the public counter, City library, post office, and other community locations such as the City's senior center.

Responsible Agency: Department of Human Services  
Funding Source: Community Development Block Grant  
Time Frame: Ongoing contract with the San Gabriel Valley Fair Housing Council (SGVFHC).

### **Implementing Action 2.3: State Handicap Access Standards**

The City encourages and promotes accessible housing for the disabled. This includes the retrofitting of existing dwellings and enforcement of the State accessibility standards for new residential construction. Removal of architectural barriers is an eligible improvement under the City's Home Improvement Loan Program.

Responsible Agency: Building and Engineering Department, West Covina Redevelopment Agency  
Funding Source: General Fund, Redevelopment Set-Aside Funds  
Time Frame: Ongoing

### **Implementing Action 2.4: Senior Center - Shared Housing Program**

The City will continue to operate the housing match program through the Senior Citizens' Center at Cortez Avenue to serve the City's senior residents. The center provides services and activities for senior citizens and other interested persons in the city and surrounding communities. The shared housing program is funded in part with CDBG monies as part of the Senior Center social services programs, and between five and ten matches are made each year.

Responsible Agency: Department of Human Services  
Funding Source: Community Development Block Grant, General Fund  
Time Frame: Ongoing, subject to the availability of funds

### **Implementing Action 2.5: Dial-a-Ride/Shuttle**

The City will continue operation of the Westpark Dial-a-Ride for use by persons with disabilities and senior citizens of the City in order to increase their access to a range of housing types and enable them to live independently. For 25 cents per ride, a City-funded van will provide transportation service within a 3-mile radius of the City. Approximately 1,500 persons avail themselves of this service per month.

The City will also continue operation of its shuttle services which runs a fixed route along Cameron, Workman, Glendora, and Citrus. This shuttle service serves all persons at a fee of 25 cents per ride.

Responsible Agency: Department of Human Services  
Funding Source: Proposition A  
Time Frame: Ongoing

### **Implementing Action 2.6: Homeless Services**

The City will continue to use CDBG funds to support agencies providing services to the homeless, persons at risk of becoming homeless, and non-homeless persons with special needs. The City will continue to support efforts by local non-profits to expand the transitional and temporary housing units with support services in the City. The City provides CDBG funds for supportive services and transitional and temporary housing providers serving West Covina residents. In addition, the City also issues vouchers for shelters to homeless persons at nearby motels to complement the Salvation Army food vouchers. During the last fiscal year, the City issued 12 motel vouchers funded with CDBG and 28 vouchers funded by the Salvation Army. The City has provided CDBG funds to assist the following homeless service providers:

- Wings (YWCA) - provides counseling, guidance, crisis intervention, and shelter to abused women;
- West Covina Community Food Bank - provides food for low income West Covina families at no cost to the family; and
- Salvation Army - provides food vouchers and vouchers for emergency shelter.

Responsible Agency: Department of Human Services, Police Department  
Funding Source: CDBG  
Time Frame: Ongoing, as funds are available

### **Implementing Action 2.7: Community Development Citizen Participation Plan**

HUD has established new reporting and planning requirements through the new Consolidated Plan for the use of CDBG, HOME, ESG, and HOPWA funds by participating jurisdictions. The Consolidated Plan is a collaborative process whereby a community establishes a unified vision for community development

actions. It also creates the opportunity for strategic planning and citizen participation to take place in a comprehensive context, and to reduce duplication of effort at the local level.

HUD guidelines for the Consolidated Plan indicate that the jurisdiction must develop and follow a detailed citizen participation plan that addresses each of the following elements. Citizens, non-profit organizations and other interested parties must be afforded adequate opportunity to review and comment on the proposed citizen participation plan prior to implementation.

As a participating jurisdiction of the CDBG program, West Covina will be preparing a Consolidated Plan. As part of the Plan, the City will develop an aggressive citizen participation process to ensure that community development programs address the needs and concerns of the residents.

Responsible Agency:	West Covina Redevelopment Agency, Planning Department, Human Services Department
Funding Source:	General Fund, CDBG
Time Frame:	Complete Consolidated Plan and citizen participation process by May 30, 1995.

### **Implementing Action 2.8: Emergency Shelter/Transitional Housing**

For this Housing Element cycle, the City will modify its zoning ordinance to permit transitional housing in appropriate residential zones and emergency housing in commercial and industrial zones, all subject to approval of a Conditional Use Permit (CUP). The CUP will set forth conditions aimed at enhancing the compatibility of transitional or emergency housing and shelters with the surrounding neighborhood or commercial district, and will not unduly constrain the creation of such facilities. The City plans to amend its Zoning Ordinance to reflect these provisions by mid 1995.

Responsible Agency:	Planning Department
Funding Source:	General Fund
Time Frame:	Mid 1995

### **Issue 3: Housing Condition**

---

Proper maintenance and repair are needed to keep existing housing units from deterioration due to use and age. While new and more expensive housing requires less repair and rehabilitation, older and more inexpensive units have greater need for rehabilitation but frequently the owners have fewer resources to undertake them. To retain existing dwelling units in safe, habitable and sanitary conditions and to prevent neighborhood deterioration, the preservation of the

housing stock should be considered as a means of meeting the affordable housing needs of West Covina residents.

### **Goal 3: Housing Preservation**

To assure that West Covina's housing stock is preserved and well-maintained and of sound quality through maintenance, conservation and rehabilitation programs.

#### **Policy 3.1: Redevelopment Housing Set-Aside Funds**

Redevelopment housing set-aside and CDBG funds will be made available to lower and moderate income households to help them carry out needed rehabilitation and improvements in a timely manner.

#### **Policy 3.2: Maintenance**

Maintenance of the existing housing stock will be promoted through local code enforcement.

#### **Policy 3.3: Displacement/Replacement**

Private and public projects will be evaluated to ensure that development will not result in the displacement of low income households. If low income housing units are removed, the project developer will be required to replace the lost units on a one-to-one basis.

### **Implementing Action 3.1: Home Improvement Program**

Programs for the preservation of housing should be designed to maximize their use without placing a financial burden on the home owner. For the past 16 years, the City of West Covina has offered a Home Improvement Program funded through CDBG funds to low and very low income homeowners. Because of this income restriction, the program attracted mostly senior citizens as the primary group of homeowners who met the lower income qualifications. In July 1993, the responsibility for administration of the program was transferred to the Redevelopment Agency and the program was expanded through the use of housing set-aside funds.

Components of the expanded program include extending the loan to moderate income families, increasing the maximum loan amount, updating the income guidelines to conform with current state and federal standards, and offering the home improvement loan to absentee owners. Specifically, the program makes available to eligible West Covina homeowners a deferred (no interest) home improvement loan up to a maximum of \$15,000. Moderate income households must pay a one-time interest payment of five percent of the loan amount at pay-off time. The loan is secured by a deed of trust. With the expanded income eligibility and maximum loan amount, the program is able to solicit the interest of more non-senior households.

The City will utilize the results of the housing conditions survey conducted in conjunction with this Housing Element update to aggressively target neighborhoods with concentrated housing deterioration.

Responsible Agency: West Covina Redevelopment Agency  
Funding Source: Redevelopment Housing Set-Aside, CDBG  
Time Frame: Ongoing, as funding is available

### **Implementing Action 3.2: Property Maintenance Ordinance**

The City will undertake the enforcement of the Property Maintenance Ordinance which is intended to preserve existing residential, as well as nonresidential structures in attractive, safe and sanitary conditions. The City will enforce local zoning, housing, fire and building codes to maintain safe and decent housing.

Responsible Agency: Building and Engineering Department, Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

### **Implementing Action 3.3: Landscape Maintenance**

The City will continue the enforcement of landscape maintenance regulations for residential properties through its Code Enforcement Program.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

### **Implementing Action 3.4: Energy-efficient Design**

The City will review current ordinances and recommend changes where necessary to encourage energy efficient housing design and practices, consistent with state regulations.

Responsible Agency: Building and Engineering Department  
Funding Source: General Fund  
Time Frame: 1991-94

## **Issue 4: Preservation of Assisted Housing At Risk of Conversion**

---

Low income use restrictions on two assisted housing projects -- Covina West Apartments and Heritage Park - are eligible to expire during the time frame of this Housing Element. Upon expiration of the current use restrictions, the owners of these projects can choose to opt out of low income use restrictions, thereby converting the assisted units to market rate housing.

### **Goal 4: Preservation of At-Risk Projects**

A total of 196 units are currently restricted for low income uses in Covina West Apartments (158 units restricted) and Heritage Park (38 units restricted). It is the objective of the City to preserve the affordability of these units through coordination with HUD, non-profit housing organizations, and tenants.

#### **Policy 4.1: Preservation of At-Risk Housing**

Assisted housing projects for low and moderate income households will be evaluated for their potential for converting to market rate housing. Programs will be developed to monitor the units at risk, provide tenant education, and work with potential priority purchasers.

#### **Implementing Action 4.1: Monitor Units At Risk**

The City will keep in regular contact with the owners of Covina West Apartments and Heritage Park to determine the status of these buildings with respect to conversion options. The City will indicate to the owners the City's continued interest in working with the owners to preserve the "at-risk" units as affordable to low income households.

Responsible Agency: Redevelopment Agency  
Funding Source: Redevelopment Set-Aside Funds, and General Funds, as available  
Time Frame: July 1989 through June 1996.

#### **Implementing Action 4.2: Tenant Education**

If negotiations between the owner of Covina West Apartments and HUD fail and the owner decides to prepay and opt out of low income use restrictions, the City will work with tenants to inform them of their rights and ownership possibilities under the LIHPRHA regulations. Both informational meetings and written information will be provided. Where feasible, the City will provide technical assistance to tenants wishing to pursue association ownership.

Responsible Agency: Redevelopment Agency  
Funding Source: Redevelopment Set-Aside Funds, and General Funds, as available

Time Frame:                      Upon filing of Notice of Intent to Prepay

### **Implementing Action 4.3: Work with Potential Priority Purchasers**

Maintain regular contact with other public or non-profit agencies that express an interest in purchasing and/or managing the units at risk and assist them in acquisition or establishing management of the units if they are sold. Where feasible and appropriate, the City will provide technical assistance to these organizations.

Responsible Agency:    Redevelopment Agency  
Funding Source:        Redevelopment Set-Aside Funds, and General  
   Funds, as available  
Time Frame:              July 1989 through June 1996

## **Issue 5: Land Availability**

---

Another major issue is the production of housing to provide homes for the future residents of West Covina. Although a large percentage of land in the City is devoted to residential uses, most of this land is fully developed. The lack of vacant land on which to build new housing is the primary constraint in housing production. In order to accommodate the expected household growth in the City (941 more households by 1996) and maintain a healthy housing market, opportunities for new housing need to be explored.

### **Goal 5: Site Identification**

To identify all sites, vacant or developed, with a potential for residential development, and encourage their efficient and attractive use.

#### **Policy 5.1: Available Sites**

Because of the lack of vacant buildable land, the City will examine sites that might become available for the construction of housing through the removal of development constraints, such as zone reclassification, resubdivision or development of mixed use projects.

#### **Implementing Action 5.1: Inventory of Available Sites**

As part of this Housing Element update, the City compiled a residential site inventory consisting of both vacant and underutilized residential properties as well as surplus school sites. City staff then evaluated the possibility of a more intense residential use on the underutilized sites when public facilities can easily accommodate such developments.

As shown in Section IV of this Housing Element, the City has 365 acres of vacant and underutilized residential properties and two surplus school sites totaling 22.4 acres. However, many of the City's vacant sites are constrained by their hilly topography, yielding a development potential of 1,183 single-family and multi-family units. The inventory of potential sites will be updated periodically by the City and shared with the developer community as a way of encouraging the development of these sites with affordable housing.

Responsible Agency: Planning Department, West Covina Redevelopment Agency  
Funding Source: General Fund, Redevelopment Set-Aside Funds  
Time Frame: Ongoing

### **Implementing Action 5.2: Lot Splits and Second Units**

Approximately 175 acres of land are developed with older subdivisions in West Covina which contain lots large enough to permit a second unit under existing single-family zoning regulations. The City permits lot splits for those parcels where access is available and issues conditional use permits for second units on lots which do not have access adequate to permit a lot split. The second unit ordinance was adopted in September, 1983, and the department has processed the construction of five second units between July 1989 and June 1994.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

### **Implementing Action 5.3: Surplus School Sites**

When surplus school sites are sold for private development, the City will work with the developer and the school district to achieve the maximum density compatible with the surrounding neighborhood. As shown in Section IV of this Housing Element, the City currently has two surplus school sites totaling 22.4 acres. The Sunkist school site has been designated for a 200-room retirement home with health care facilities under the Specific Plan No. 4 approved in 1989. The Tonopah school site has been designated for the development of 121 patio homes under Specific Plan No. 7 approved in 1989.

Responsible Agency: Planning Department, West Covina Redevelopment Agency  
Funding Source: General Fund, Redevelopment Set-Aside Funds  
Time Frame: Ongoing

### **Implementing Action 5.4: Zone Change**

Zone changes which may help provide units for low and moderate income households will be considered on a case-by-case basis.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Ongoing

#### **Implementing Action 5.5: Planned Unit Development Ordinance**

Remaining vacant residentially zoned land frequently has physical characteristics which constrain development. The City will adopt a planned unit development ordinance to provide for the greatest flexibility in the design of infill developments so that all residential land may be efficiently used.

Responsible Agency: Planning Department  
Funding Source: General Fund  
Time Frame: Adopt planned unit development ordinance by mid-1996

#### **Implementing Action 5.6: Density Bonus and Other Development Incentives**

Pursuant to State density bonus law, if a developer allocates at least 20 percent of the units in a housing project to lower income households, 10 percent for very low income households, or at least 50 percent for "qualifying residents" (e.g. seniors), the City must either a) grant a density bonus of 25 percent, along with one additional regulatory concession to ensure that the housing development will be produced at reduced cost, or b) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. The developer shall agree to and the City shall ensure continued affordability of all lower income density bonus units for a minimum 30-year period.

The City currently has a senior housing density bonus ordinance and will develop a separate ordinance for non-senior housing projects with an affordable component in compliance with the State density bonus law.

Responsible Agency: Planning Department, West Covina Redevelopment Agency  
Funding Source: General Fund, Redevelopment Set-Aside Funds  
Time Frame: Adopt density bonus ordinance by mid 1995

## **D. HOUSING PROGRAM SUMMARY**

As identified in the previous section, the City's housing goals for this Housing Element cycle (July 1989 through June 1996) are:

1. To provide all residents of West Covina with opportunities to live in decent, safe, sanitary, and energy-efficient housing at costs they can reasonably afford.
2. To ensure equal access to housing to all persons, regardless of sex, age, race, marital status, ethnic background, handicap, sources of income, or other characteristics.
3. To assure that West Covina's housing stock is preserved, well-maintained, and of sound quality through maintenance, conservation, and rehabilitation programs.
4. To preserve the affordability of Covina West Apartments and Heritage Park through coordination with HUD, non-profit housing organizations, and tenants.
5. To identify all sites, vacant or developed, with a potential for residential development, and encourage their efficient and attractive use.

The City has developed a series of action programs to implement these goals through housing construction, rehabilitation, and conservation. Implementing Actions 1.1-1.13 and 5.1-5.6 help facilitate new construction of housing; Implementing Actions 2.1-2.8 promote equal access to housing; Implementing Actions 3.1-3.4 work to encourage housing preservation through rehabilitation and maintenance; and Implementing Actions 4.1-4.3 facilitate conservation of the City's assisted housing at risk of converting to market rate housing. Table 24 quantifies the City's housing construction, preservation, and conservation goals during this Housing Element cycle through implementation of these actions.

**TABLE 25**  
**CITY OF WEST COVINA**  
**SUMMARY OF HOUSING GOALS**

Summary of Housing Goals	No. of Units
Total Units to be Constructed	1,150 units (Regional Housing Need: 143 very low, 163 low, 212 moderate, and 632 high)
Total Units to be Rehabilitated	400 units (Home Improvement Program: 70 very low, 280 low, and 50 moderate)
Total Units to be Conserved	410 units (Covina West Apartments: 158 very low; Heritage Park: 38 very low; Section 8: 212 very low income)

Source: City of West Covina, November 1994.

Note: Rehabilitation goal for West Covina for this Housing Element cycle (7/1989-6/1996) is 400 units. Redevelopment set-aside funds will be used to augment CDBG funds in providing rehabilitation assistance to moderate income households, thereby increasing the annual goal for the last two fiscal years (FY 1994/95 and FY 1995/96) of this cycle from 50 units to 75 units.





# HUMAN RESOURCES ELEMENT

## ABSTRACT

The Human Resources Element contains one general goal and seven policies designed to help address human service needs. These policies recognize the limited available resources and attempt to provide an acceptable balance between needs and community resources.

## AUTHORITY AND SCOPE

Government Code Section 65303 permits cities and counties to include other elements or address other subjects which relate to the physical development of the city or county. The Human Resources Element is considered an optional element under this provision.

The Human Resources Element clarifies and formalizes the City's role in the broad field of human services. This element defines a leadership and advocate role for the City in addressing human service needs. The element does not commit the City to provide human services nor to provide funding to others for these services. The element does define the City's responsibility in identifying human service needs and attempts to recommend actions to reduce these needs.

Through efforts of the Human Resources Commission and Human Resources Department, the City Council is kept advised of those needs and problems that require attention.

## INTRODUCTION

In its narrowest sense, the term "human services" is based on the idea of economic dependency and public assistance. Operationally, this narrow definition translates into the provision of a variety of services required by persons of limited income who would otherwise face severe distress. It further assumes that those not "on relief" can provide such services for themselves. This narrow usage has proved unworkable. At the opposite end of the spectrum, a broad definition attempts to include as human services virtually all of the activities of modern society upon which the existence and well-being of citizens depend: a somewhat utopian point of view, that ranges from the creation of jobs through the achievement and maintenance of a clean and pleasant environment to the production of conditions that lead to happiness.



Between these two extremes is a middle path which more accurately describes the current social perception denoted by the term "human services". The ancient hazards of hunger, of illness, of disability, and of lost opportunity to procure the necessities of existence have taken on new shapes. They can afflict not only the poorest "outcasts" but also anyone in the population. Today, almost anyone can be vulnerable. Anyone may be permanently crippled by injury, accident, or devastating illness. The wealthiest and strongest families give birth to the severely retarded and the physically disabled. The instabilities of the national economics can and will convert a community with a strong economic base and stable employment into a dismal center of unemployment and disinvestment.

The problems of the widow and orphan of the past have been joined by the difficulties of divorced and single parent households left to cope with small children. Without attempting to define causes, it is sufficient to note that very deep social changes have and are introducing hazards which can arise abruptly to confront any person, family, or community.

As a result, the network of programs and services now becomes a necessity for the well-being of the entire community, and not merely an expression of charity on the part of the safe and secure directed at the occasional victim.

Human services, conceived in these terms, comprise a variety of programs and services which communities require for their own social health, and possibly to avoid a breakdown in the civil order. The programs and services are addressed to the urgent economic, psychological, health, and physical requirements of vulnerable sections of any population. But that vulnerable section, although representing a minority of the total population in any community at one point in time, can be drawn from any part of the community from the strongest to the weakest, the richest to the poorest.

This complex range includes, at the very minimum, the provision of income guarantees, of child welfare services, of mental health services, of personal counseling and guidance, food and shelter.

#### UNDERLYING SOCIAL PATTERNS

The evolution of many of these human services has been fueled by certain fundamental dynamics of modern society. A few of these factors include: economic instability and employee mobility; female entry into the work force; the changing role of the family; the tempo of modern life; the concept of equity; and a belief that science and technology can provide solutions to social problems.

## Economic Instability and Employee Mobility

As our economy nationally, and specifically in the Southern California area, has become fluid, consumer-oriented, and enormously dynamic, its work force has become correspondingly mobile. The attraction of employment opportunities to particular localities depends upon the assurance that employees, from executives and managers to lower skilled laborers, will have in their community at least minimum health services, care in case of severe disability, adequate education, ongoing retraining for new employment demands, and special services to cope with modern insecurities (drug and alcohol addiction and mental illness).

This economic dynamism is one of the producers of a substantial amount of insecurity and instability in living conditions. Protection against these hazards cannot be generated by the individual alone.

West Covina is fortunate that its location is in a high and diversified economic center. Opportunities for employment are accessible to most of the population. The development of projects such as the Atrium should strengthen and increase employment opportunities to a wide range of skills. As noted, the high mobility of the population has an instability feature on a community due to the rapid turnover of home ownerships. This ongoing change in residential neighborhoods has a tendency to lower the sense of community and neighborhood as the number of stable long-lasting residents are reduced. The constant flux of the population may also have a negative impact on the maintenance and upgrading of residential neighborhoods..

## Female Entry Into the Work Force

Another fundamental trend is more social in nature and is best reflected by the enormous flood of women, especially mothers, into the work force. This has brought with it the high demand for child care services during the day. A seemingly related trend can be seen in the demand for additional psychological and correctional services to cope with the increase in youth delinquency which may or may not be associated with the increased employment of mothers in the labor force.

In West Covina, this type of problem seems to be in need of more attention. The specific problem related to the high cost of after-school child care is currently being addressed by the City's "Careship Program," which uses Federal funds to subsidize a percentage of the "after school child care" offered at selected child care facilities for lower income households.

Unfortunately, the income guidelines limit the number of households which may be in need of this type of help. A further limitation is the probable elimination or reduction of Federal funds which would mean the termination of the program.

## The Changing Role of the Family

This explosion of human services has also been made necessary because the condition of the old human service target, the family, has been modified by these fundamental social changes. Families are smaller. They rear fewer children. This, in turn, means that the number of family members - aunts, uncles, cousins, etc. - is reduced and the family network potentially able to help out in cases of distress is also reduced. Further, the spread of those fewer family members across the country reduces their ability to rise to emergencies as did the larger, neighborhood-center, extended family. The employment of so many family members - especially women and teen-aged children - is a fundamental dynamic in our economy. It, too, means that there are fewer persons at home capable of providing "care services" to the children and the elderly family members. West Covina families reflect many of these changes. The proportion of homes with "no one at home" in the City (during the day) has increased, not only due to the increased number of two worker households, but also by the number of younger one person households living in rental units.

## The Tempo of Modern Life

The speed, tension, and tempo of modern life are familiar to all of us. They are reflected on our crowded freeways and streets and the physiological and psychological stress undergone each day by the commuter driving to and from work, as well as the high volume of automobile accidents; in the pervasive incidence of alcohol and other drug use. As West Covina increases its density and activity level due to high intensity commercial and residential development, care must be taken to try to mitigate some of these tensions.

## The Concept of Equity

Underlying all these developments has been a constantly growing concept of equity in which the minimum decencies of life are considered essential for all. Quite apart from constitutional right, the poor are considered to be equally entitled to full medical care as are the wealthy; the severely disabled child is entitled to a normal education as is the physically normal child; the severely disabled adult is entitled to an opportunity to move about his or her community rather than being isolated in a room or institution.

West Covina has been especially sensitive to the removal of physical barriers in the public right-of-way. Schools in California have also addressed the integration of developmentally disabled students through "mainstreaming".

The access to medical care for the poor has also been addressed to a limited degree by the Medi-Cal program. However, the problems of health care for those just beyond the eligibility standards of Medi-Cal are difficult to resolve and continue to require definition and interim measures. The scale of health care problems in West Covina has not been addressed in a systematic manner.

## Technology and Science as Problem Solvers

In recent decades, much of the expanded attention to human services has been sparked by a belief that these and other problems could be solved by an application of twentieth century technology and science to those ancient human vulnerabilities. No evidence has been produced which indicates that, within the framework of our present society, these fundamental social problems can be "solved" or abolished. The impacts of dilemma and distress may be minimized, (hospice programs, home health care, hot lines, etc.), the onset may be delayed, and possibly the incidence of some conditions can be slowly reduced in scale. There is still hope that unemployment can be reduced and sustained at an acceptable level (5%). Starvation has been abolished in more parts of the United States, but is still found in some pockets. In West Covina, the effort by a group of churches to establish a community food bank is prompted by incidence of hungry people, residents of our City. In the case of mental illness, severe disability, addiction, and the infirmities of old age, there seems to be a growth in number and in proportion rather than in decline. Insofar as crime and delinquency are concerned, there is no hope that this situation can be reduced, but also a recognition that it will require constant attention.

Such is the scope of human services. They are not necessarily, or even primarily, governmentally provided. Many services are provided through voluntary, non-profit service organizations and more recently, by a large number of profit-making service organizations. These, taken together with governmental services touch the lives of most citizens in one form or another. But, taken together, they are not subject to the guidance, control, or direct influence of local government or, for that matter, of any one level of government, or any other central guiding authority.

Whatever the final mix of human services, the fact is that all forms - public, nonprofit, and profit services - are primarily financed by tax funds from all levels of government. But the structure is one in which no one level is in a clear position to oversee and guide the mix. It becomes all the more opportune, therefore, for local government officials closest to the scene to assume leadership responsibility concerning the way in which the complex mix is actually performing. It is emphasized that a leadership role is not intended to be the provider of services.

At this time, it seems that local officials will be impelled to view human services as a cluster of obligations and resources (tools) with which the life of the City can be improved. At the same time, these tools can be used as a political response to serious problems to which citizens demand immediate attention. The combination of demands and the opportunity to improve the life of the jurisdiction must be blended with effective, efficient and economical use of always limited resources; this tension between wants and resources represents the arena for local government activity.

To deal with such challenges and pressures, public officials are expected to view all the human services in relation to both the disadvantaged subgroups of the population and the overall well-being of local policies about the best means for dealing with them and local objectives which these policies should seek to realize. Such a policy approach can be expected to increase the demand for an effective planning mechanism at the local level, which can help elected officials by:

- a. Assessing needs of various populations as best as possible and including representatives of the group in the assessment function.
- b. Generating and evaluating various approaches to the solution of defined needs.
- c. Evaluating priorities and the results of funded programs on an ongoing basis.

It is not expected that the West Covina government alone will solve the many social problems that may be present or may arise in the future. But West Covina can be at the frontier of caring for these problems, since these problems usually fall into the laps of local officials. In a continuous dynamic evolution, local government will have at least one choice to make: to develop a human services program that can deal with some of these problems, or to demand more effective coverage, quality and coordinations. With either course, there is probably no point more central than local government that is capable of maintaining steady attention to the needs of an entire population in order to consolidate gains and guide further evaluation in a situation as complex as that presented by the human services. A key community group that should help the City fulfill its human service role is the East San Gabriel Valley Community Resources Network. This organization is a primary resource in the area devoted to the networking of human services in the East San Gabriel Valley. The Network is committed to the following objectives:

- a. Identification of individual and community human needs.
- b. Provision of education and information to local services, agencies, clubs, and community organizations regarding human needs and available resources.
- c. Promotion of cooperative efforts toward the alleviation of human needs.
- d. Avoidance of unnecessary duplication of services.
- e. Establishment of "working" human services/resources network in the East San Gabriel Valley.

Such planning will undoubtedly function on a continuous basis as some programs are found wanting and are replaced by new ones as new gaps are identified which require the creation of facilities and resources to fill them:

Two options can be identified in performing such functions:

- a. Coordination
- b. Advocacy

#### Coordinators

Local government officials can function as coordinators to assemble information and bring it to the attention of community organizations. In this sense, the function of local government is not merely one of bringing together the parties but also of focusing attention until acceptable actions result. In performing this function, elected officials act primarily in conventional political roles. They keep attuned to clues or signs about conditions which are persistently troubling, or about difficulties which are beginning to emerge. When noted, these are taken up in meetings with other persons or organizations concerned about the life of the City. Where major responsibility lies with other governmental levels, they too are subjected to attention-focusing action.

#### Advocates

Local government may go a step further by using their policy and planning capacities to not only inform public and private officials about the nature of the problem confronting them, but to advocate new approaches to replace those which have not succeeded in the past. They can develop criteria by which new programs can be identified even though the implementation of these options may be left to others.

#### GOAL

The purpose of the Human Resources Element is to accomplish the following general goal through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

ENSURE THAT THE HUMAN SERVICE NEEDS OF ALL CITY RESIDENTS ARE BEING MET IN A SATISFACTORY AND EFFECTIVE MANNER.

## GENERAL POLICIES

### NETWORK

The ability to address human service type needs in West Covina is highly dependent on the network of non-profit service providers. As indicated in the introduction, the City's role as an advocate for service to its residents and coordinator of information that reflects special needs. For the past years the Human Resources Department has worked with local service organizations to establish the East San Gabriel Valley Community Resources Network. Although the network is currently an informal group of providers that meet quarterly, it has established a good communication link between participating providers of services. The Human Resources Department has also published a Community Resources Directory which serves as a quick reference for agencies needing information about other services available in the area.

1. CONTINUE TO SUPPORT AND ASSIST THE EAST SAN GABRIEL VALLEY COMMUNITY RESOURCES NETWORK IN THEIR EFFORTS TO ESTABLISH A WORKING NETWORK OF HUMAN SERVICE AGENCIES AND RESOURCES.
2. CONTINUE WORK TO DEVELOP AN AREAWIDE INFORMATION SYSTEM TO MONITOR DEMOGRAPHIC CHANGES.
3. CONTINUE TO INVOLVE CITIZENS AND ORGANIZATIONS IN THE PLANNING FOR HUMAN SERVICE PROGRAMS.
4. SEEK PRIVATE SECTOR INVOLVEMENT IN THE RESOLUTION OF COMMUNITY PROBLEMS.

### COMMUNITY DEVELOPMENT PROGRAM

For the past eleven years the City has applied for and received funding from the United States Department of Housing and Urban Development for projects and programs that address selected needs of lower income, elderly and/or handicapped residents.

Although this type of funding may be discontinued by Congress in the near future, the following policies currently apply.

5. CONTINUE TO TARGET COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS TO HIGH PRIORITY HUMAN SERVICE PROGRAMS UTILIZING EXISTING SERVICE PROVIDERS WHENEVER POSSIBLE.
6. CONTINUE TO ENSURE ACCESSIBILITY THROUGHOUT THE CITY BY SYSTEMATIC REMOVAL OF PHYSICAL BARRIERS.

## TRANSPORTATION

Since the passing of Proposition "A", City's have received funding to address public transportation needs. Policies and implementation measures are included in the Circulation Element. The human aspects of public transportation related to the needs of the transit dependent population in the City. The elderly and handicapped are probably the most public transit dependent population group.

Demand-response paratransit service, commonly referred as Dial-a-Ride is one way of providing assistance to these groups.

Another way of helping is to reduce the cost of monthly RTD passes through a buy-down of a portion of the monthly cost.

As the elderly and handicapped population increases in the City, these programs should continue to address their particular needs.

Another group that is affected by reduced mobility is the lower income non-elderly household. Although their proportion of the total population is less than five percent, their public transit needs have not been clearly defined and addressed.

7. SUPPORT THE PROVISION OF CONVENIENT AND ACCESSIBLE PUBLIC TRANSPORTATION FOR EVERY RESIDENT, PARTICULARLY THE ELDERLY AND HANDICAPPED.

## IMPLEMENTATION

1. Attend meetings of the East San Gabriel Valley Community Resources Network and discuss community issues and new services.
2. Update, publish and distribute the annual "Community Resources Directory".
3. Identify and develop key information resources to monitor neighborhood and area changes.
4. Conduct public hearings, citizen meetings and workshops to ensure sufficient opportunities for citizens to participate in decisions affecting human services.
5. Alert citizens of meetings and hearings through news articles, flyers and radio and cable television reports. Include information in the West Covina waste disposal bill.
6. Use the public access channels on cable TV to inform and discuss City issues with citizens and organization representatives.
7. Use the "Recreation Brochure" posters and flyers to inform citizens of available services.
8. Prepare slide shows and make presentations to community organizations and service clubs on human service needs and available programs.
9. Evaluate the results and impacts of services/programs funded by the City.
10. Assist community efforts to develop needed programs addressing high priority human service needs such as community food banks and help for the homeless.
11. Increase awareness of the benefits to the local private business sector of providing needed human services and resolving community problems.
12. Inform the private sector of their stake in the community and their responsibility in helping to maintain a healthy and stable community.
13. Solicit private sector participation on human service oriented committees and task forces.

14. Continue the allocation of Community Development Block Grant funds to the removal of physical barriers throughout the City.
15. Continue support and involvement with the California Association of Physically Handicapped, Chapter 17, and the San Gabriel Valley Center for Independent Living.
16. Continue efforts to design and implement an integrated paratransit service.
17. Continue to monitor and participate in efforts to improve "regional transportation service".

## ENVIRONMENTAL QUALITY ELEMENT

### ABSTRACT

The Environmental Quality Element contains ten goals and twenty policies which are designed to protect, manage and enhance West Covina's open space and natural resources. The City recognizes that the availability of lands for open space and conservation purposes has diminished and that West Covina must re-evaluate environmentally-related policies in order to maintain the quality of life for its citizens. The Environmental Quality Element incorporates two mandatory elements, open space and conservation, and two optional elements, recreation and scenic highways.

### AUTHORITY AND SCOPE

Government Code Section 65302 (e) and 65560 et. seq. require that cities and counties shall include an open space element as part of the required General Plan. This requirement is intended to assure that cities and counties recognize that open space is a limited and valuable resource which must be conserved whenever possible. State law requires that the open space element contain officially adopted goals and policies which will guide the preparation and implementation of the open space plan, and a program for orderly completion and adoption of that plan, including a description of the methods by which open space resources will be inventoried and conservation measures determined.

Government Code Section 65302 (d) requires that cities and counties shall include a conservation element as part of the required General Plan. This requirement is intended to assure that cities and counties will conduct an appraisal of the jurisdiction's natural resources and develop policies for the preservation or wise utilization of those resources.

Government Code Section 65303 permits cities and counties to include any other elements or address any other subjects which relate to the physical development of the city or county. As part of this element, two optional elements are also included: Scenic Highways and Recreation. At the time that the Environmental Quality Element was originally adopted, the Scenic Highways Element was a mandatory element of the General Plan, however it has subsequently been changed to an optional element. The primary function of the Scenic Highways Element is to designate and develop scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code and the protection of the scenic corridor through which the highway traverses. The Recreation Element is included based upon requirements under the Open Space Element and because of its importance in relation to urban environmental quality and the necessity for certain state and federal subventions.

The Environmental Quality Element is divided into the three policy sections:

- 1) Recreation
- 2) Scenic Highways
- 3) Conservation/Open Space

The scope of the element is limited primarily to the City of West Covina and those portions of Los Angeles County which are in West Covina's sphere of influence. However, the issues addressed in the element reflect the regional role of open space and natural resources since it is difficult to relate a natural resources system that fulfills only the needs of the City of West Covina.

### INTRODUCTION

During urbanization of Los Angeles' outlying communities, the availability of lands for open space and conservation purposes has diminished. Without land remaining for such uses as recreation, psychological relief, production of food, protection of life and property and control of urban growth, communities such as West Covina will suffer. If our remaining open space and natural resources inventory is depleted through indiscriminate development, the quality of life for West Covinans could decrease proportionately.

Only 35 years ago, the suburbs of West Covina were composed mainly of walnut groves. During the 1950's, when West Covina's growth was most rapid, there was no control of growth and there was little planning for parks and open space amenities for local citizens. This resulted in such planning taking place in an "after the fact" basis. As the amount of available leisure time increases this problem is magnified.

Future policy decisions of the City should certainly consider these past growth and development patterns. It is time for West Covina to re-evaluate environmentally-related policies.

### GOALS

The purpose of the Environmental Quality Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO.....

PROVIDE ADEQUATE RECREATIONAL FACILITIES AND PROGRAMS FOR THE CITIZENS OF WEST COVINA.

PROVIDE THE CITIZENS OF WEST COVINA THE OPPORTUNITY TO UTILIZE TO THE MAXIMUM EXTENT THE CITY'S ACTIVE OPEN SPACE FACILITIES.

PROVIDE A SYSTEM OF INTERRELATED RECREATION CORRIDORS LINKING MAJOR RECREATIONAL AND OPEN SPACE RESERVATIONS.

PROVIDE THAT ANNEXATIONS TO AND/OR NEW DEVELOPMENTS WITHIN THE CITY SHALL NOT BURDEN EXISTING RECREATION FACILITIES.

PROVIDE A SYSTEM OF SCENIC HIGHWAYS IN ORDER TO PRESERVE CERTAIN VIEWS AND SCENIC ENVIRONMENTS.

PROVIDE FOR THE PRESERVATION OF NATURAL RESOURCE AREAS WHICH SERVE AS HABITAT FOR INDIGENOUS WILDLIFE AND VEGETATION.

PROVIDE AN ADEQUATE SUPPLY OF HIGH QUALITY WATER TO THE CITIZENS OF WEST COVINA IN THE MOST EFFICIENT AND EFFECTIVE MANNER POSSIBLE.

PROVIDE, IN CONJUNCTION WITH THE SAFETY ELEMENT, PROTECTION TO LIFE, PROPERTY AND NATURAL RESOURCES FROM FIRE AND FLOOD.

PROVIDE, IN CONJUNCTION WITH THE LAND USE ELEMENT, CLEAN, HEALTHY AIR FOR THE CITIZENS OF WEST COVINA.

PROVIDE FOR THE PROTECTION OF HILLSIDE AREAS.

## GENERAL POLICIES

### RECREATION

Land for recreational purposes may be either publicly or privately owned. The recreational areas of primary concern are publicly owned, as these facilities are available to all citizens. These areas generally include public parks, public schools and street and highway right-of-way. Privately owned recreational areas are becoming increasingly more prevalent in the form of private open space provided by planned developments such as townhomes and clustered housing found in Woodside Village.

### Public Recreational Open Space

Public recreational open space in West Covina and surrounding areas is predominately made up of public parks and schools. Public parks in the City are generally categorized into one of several categories by their size and design. Neighborhood parks are intended to serve surrounding residents within approximately a one-half mile radius, while community parks are intended to service several neighborhoods and provides for a much wider range of recreational interests. Community parks also serve as the neighborhood park for the neighborhood in which they are located.

Other forms of public parks also found in the City including mini-parks and special facilities parks. Below is an inventory of public parks in West Covina.

<u>Mini-Parks</u>	<u>Acres</u>
California Mini Parkette	0.2

Neighborhood Parks

Cameron Park	7.8
Del Norte Park	6.3
Friendship Park	6.0
Orangewood Park	8.3
Palmview Park	7.9
Walmerado Park	5.7
Robt. S. Gingrich Park	8.0
Shakespeare Park	6.0
Woodgrove Park	8.0
Cameron Avenue Park	13.0
Total Neighborhood Park Acreage	<hr/> 77.2

Community Parks

Cortez Park	16.9
Shadow Oak Park	25.0

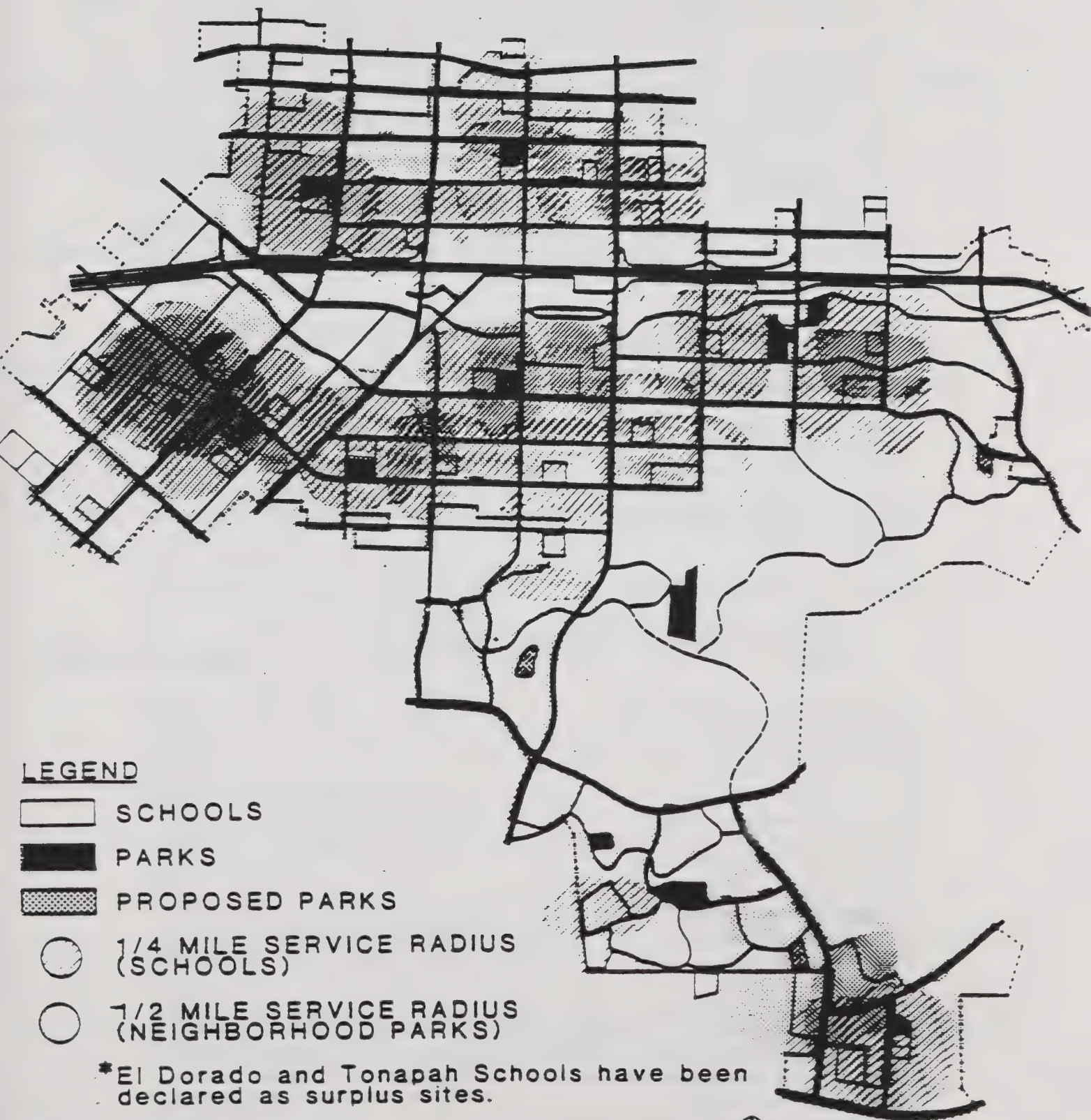
Special Facilities Parks

Galster Park (Wilderness)	43.0
Ridgeriders Area (Baseball)	9.5

(Note: Acreage of park sites includes recreational and parking facilities).

TOTAL PARK SITE ACREAGE 171.6

1. PROVIDE ONE NEIGHBORHOOD PARK WITH A ONE-HALF MILE SERVICE RADIUS CONTAINING SIX TO TEN ACRES FOR EVERY 6,500 TO 7,000 PERSONS IN THE CITY, AND ONE 20-ACRE COMMUNITY PARK FOR EVERY 20,000 PERSONS IN THE CITY. THESE COMMUNITY PARKS SHALL BE DISPERSED TO OBTAIN EFFECTIVE CITY-WIDE COMMUNITY PARK COVERAGE. (SHALL NOT APPLY TO PCD DISTRICTS).
2. PROVIDE ONE CITY OR REGIONAL PARK, A MINIMUM OF 100 ACRES IN SIZE, TO SERVE THE ENTIRE CITY.
3. INVESTIGATE THE FEASIBILITY OF TWO COMMUNITY CENTERS: A MODERATE FACILITY AT PALM VIEW PARK AND A MULTIPURPOSE AUDITORIUM NEAR THE SAN BERNARDINO FREEWAY.



WEST COVINA GENERAL PLAN

# PARK AND SCHOOL MAP

PLANNING

4. PROVIDE OTHER RECREATIONAL FACILITIES INCLUDING A BAND SHELL, SOCCER FIELD AND ATHLETIC CLUB.
5. PROVIDE THAT ALL PARKS WITHIN THE CITY SHALL HAVE AN APPROVED SPECIFIC PLAN OF DESIGN WITHIN ONE YEAR AFTER THIS ELEMENT'S ADOPTION AND A PROGRAM OF PERIODIC EVALUATION (i.e. EVERY FIVE YEARS) OF PARK FACILITIES AND PROGRAMS TO DETERMINE THEIR APPROPRIATENESS FOR THE AREAS THEY ARE DESIGNED TO SERVE.
6. PROVIDE A LEVEL OF LIGHTING IN EXISTING AND FUTURE RECREATION FACILITIES WHICH WOULD PERMIT FULL-TIME EVENING ACTIVITIES.

Public schools also account for a major portion of the recreational open space in West Covina. The use of school facilities after normal school hours augments the limited amount of active open space area in the City by complimenting and relieving the pressure on City parks. To maintain this recreational resource it is important that the working relationship between the City and the school districts be good. Maintaining a good relationship will help to avoid duplication of programs and will provide a more effective use of both group's facilities.

Below is an inventory of public schools in West Covina.

<u>West Covina Unified School District</u> <u>Site</u>	<u>Vacant Acreage</u>
California School	8.92
Cameron School	10.07
Cortez School	8.62
Del Norte School	12.62
El Dorado School	9.36
Hollencrest School	15.77
Merced School	10.66
Merlinda School	12.29
Monte Vista School	7.28
Orangewood School	9.39
San Jose School	7.88
Sunset School	12.68
Tonopah School	12.50
Vine School	8.65
Wescove School	10.24
Willowood School	12.10
Edgewood High	33.45
West Covina High	33.43
Coronado Continuation High	8.01

Covina Valley Unified School District

<u>Site</u>	<u>Vacant Acreage</u>
Grovecenter School	7.17
Mesa School	9.13
Pioneer School	8.05
Rowland School	10.49
South Hills High	24.58
Traweek Jr. High	11.35
Vincent School	7.33
Workman School	8.50

Rowland Unified School District

<u>Site</u>	<u>Vacant Acreage</u>
Giano Jr. High School	17.44
Rincon Jr. High School	15.31
Hollingsworth School	9.14

NOTE: Acreage excludes buildings and structures)

TOTAL SCHOOL SITE ACREAGE	372.41
TOTAL PUBLIC PARK LANDS	<u>171.6</u>
PUBLIC OPEN SPACE TOTAL	544.01

In addition to the school sites listed above, the following sites may be annexed into the City of West Covina in the future:

Edgewood Intermediate School  
Manzanita Elementary School  
Bishop Amat Memorial High School (private)

7. PROVIDE FOR THE AUGMENTATION OF NEIGHBORHOOD PARK FACILITIES AND PROGRAMS THROUGH COOPERATIVE AGREEMENTS WITH THE SCHOOL DISTRICTS WITHIN THE CITY.
8. IF SCHOOLS ARE DECLARED SURPLUS BY THE SCHOOL DISTRICTS AND PUT ON THE MARKET FOR DEVELOPMENT, THE CITY SHOULD CONSIDER PURCHASING THE OPEN PLAYGROUND AREAS IN AN EFFORT TO MAINTAIN ITS HIGH LEVEL OF OPEN SPACE AND RECREATIONAL SERVICE.

Another form of public recreational open space available to West Covina residents is the major regional park facilities. The majority of these facilities are developed and maintained by the

County of Los Angeles and are designed to serve the residents of their surrounding cities.

The following is a list of existing and proposed regional facilities that are ten to thirty minutes from West Covina.

Marshall Canyon	678 acres
Otterbein Park	583 acres
Bonelli Regional Park	
San Gabriel Reservoir	933 acres
Santa Fe Dam	
Whittier Narrows	1,092 acres
Peck Pit Basin (Proposed)	156 acres
Valley Regional Park (Proposed)	500 acres
Ganesha Park	80 acres

9. ENCOURAGE THE COUNTY OF LOS ANGELES TO DEVELOP PARK LANDS TO SERVE THE WEST COVINA AREA.

An additional opportunity for public recreational open space are public rights-of-way and easements. Public rights-of-way for streets, public utilities and flood control facilities and easements across private property may be utilized for riding and hiking trails and bike paths. An example of this type of recreational open space is the Skyline Equestrian Trail which is a county trail that passes through the eastern portion of West Covina.

10. ADD TO THE GENERAL PLAN AND ACQUIRE, WHEREVER PRACTICABLE, THE RIGHTS-OF-WAY OR EASEMENTS FOR A SYSTEM OF RIDING AND HIKING TRAILS AND BIKE PATHS, UTILIZING PUBLIC UTILITY AND FLOOD CONTROL FACILITIES, STREETS AND SCENIC HIGHWAYS.

#### Private Recreational Open Space

A form of open space which is becoming increasingly more prevalent in urban areas is the private open space provided by planned developments such as the townhomes and clustered housing found in Woodside Village. Typically, such developments include common open areas or greenbelts, owned by the residents of the development, and may include swimming pools, parks, tot lots, walkways and bridle trails. In Woodside Village, common open space includes paseos (pedestrian passages), landscaped slopes and mini-parks.

11. NEW DEVELOPMENTS WITHIN THE CITY SHALL HAVE A CAPABILITY OF MEETING THEIR RECREATIONAL NEEDS.

A more common form of private recreational open space is private club facilities such as the facilities located within a country club. Within West Covina the South Hills Country Club has such facilities as a golf course and a swimming pool for use by members.

## Recreational Open Space for City Expansion

As West Covina expands by annexing unincorporated portions of Los Angeles County within the City's sphere of influence, there will be an increased demand for recreational open space. To alleviate this potential problem all areas considered for annexation shall have the capability of meeting their recreational needs.

12. AREAS ANNEXED TO THE CITY SHALL HAVE THE CAPABILITY OF MEETING THEIR RECREATIONAL NEEDS.

## SCENIC HIGHWAYS

Presently, West Covina has no officially designated scenic highways, as defined by the State. However, West Covina currently possesses or has planned many roadways, or sections of roadways that can and should be designated as city scenic highways. These roadways can be utilized to give West Covina an identity as a community of "beauty, spaciousness, balance, taste, fitness, broad vistas, and high quality".

Within West Covina, scenic highways may be categorized as being either Urban or Hillside. Urban Scenic Highways generally serve as thoroughfares leading to the heart of the West Covina Civic Center area, border the Central Business District area, or, in the case of Azusa Avenue, are the primary north-south roadways through the City. Minimum standards for these roadways should include a ten-foot wide landscaped median strip, distinctive street lighting, specially-designed bus stop areas, and an incorporated theme for sidewalk treatment, landscaping and cross walks.

Hillside Scenic Highways will serve to provide a scenic corridor through the San Jose Hills for the citizens of West Covina. Where feasible, it is recommended that a minimum fifty-foot setback be established along such roadways.

13. DESIGNATE CERTAIN EXISTING AND PROPOSED ROADWAYS WITHIN THE CITY AS URBAN AND HILLSIDE SCENIC HIGHWAYS.
14. ADOPT DEVELOPMENT CRITERIA AND A PROGRAM TO BE USED IN DEVELOPING THE CITY'S SCENIC HIGHWAYS.
15. ENCOURAGE THE STATE DEPARTMENT OF TRANSPORTION TO DEVELOP AND MAINTAIN PROPERTIES ACQUIRED FOR FREEWAY WIDENING INTO LANDSCAPED AREAS.

## CONSERVATION/OPEN SPACE

As implied in the introduction, our life style and quality of life are closely related to our ability to maintain our natural areas and their vegetation and wildlife. Recognizing this fact, an on-going policy of maintaining these areas is essential.

The vast majority of West Covina's natural open space is located within the San Jose Hills. This area contains the largest amount of vacant acreage in the City, therefore any development proposals must be reviewed to assure that the natural environment and resources of the area are maintained. In order to maintain this area, development proposals must recognize geologic conditions, slope limitations and natural vegetation.

16. PROHIBIT PHYSICAL DEVELOPMENT IN AREAS WITH HIGHLY UNSTABLE SOIL AND/OR HAZARDOUS GEOLOGIC CONDITIONS.
17. PROVIDE FOR THE MAINTENANCE WITHOUT ALTERATION OF SLOPES OF OVER 12 DEGREES (APPROXIMATELY 5:1) IN NATURAL VEGETATION, WHILE PROMOTING A HILLSIDE DEVELOPMENT DENSITY CONSISTENT WITH THIS POLICY.
18. WHENEVER APPROPRIATE, MAINTAIN EXISTING VEGETATION TO PREVENT SOIL EROSION, PROVIDE SCENIC BEAUTY AND PROTECTION OF WATER RESOURCES.

West Covina is fortunate in that it has such a large amount of natural open space in comparison to some neighboring communities. West Covina recognizes this unique resource and supports the preservation of natural areas and conservation of resources outside of the City as well.

19. PROVIDE SUPPORT FOR THOSE PROGRAMS OF OTHER POLITICAL JURISDICTIONS WHICH FOSTER THE PRESERVATION OF NATURAL AREAS AND CONSERVATION OF RESOURCES.

The City of West Covina currently controls one wildlife refuge area at Galster Park. Wildlife and natural hillside areas such as this require special treatment in order to preserve the unique characteristics of the area.

20. PRESERVE AND EXPAND EXISTING WILDLIFE REFUGES WITHIN THE CITY OF WEST COVINA.
21. PROVIDE FOR THE CONTROL OF THE USE OF OFF-ROAD VEHICLES IN IDENTIFIED WILDLIFE AND NATURAL HILLSIDE AREAS.

One of the critical problems facing West Covina and all cities in the East San Gabriel Valley is that of air pollution. Unfortunately, no single public or private-institution can alleviate this problem. Since the quality of life in West Covina is most greatly endangered by air pollution, it is a priority of the City to cooperate and support actions taken to solve the problems created by air pollution.

22. PROVIDE THE FULLEST DEGREE OF COOPERATION TO APPROPRIATE AGENCIES AND TAKE ALL POSSIBLE ACTION WITHIN THE CITY'S POWER TO SOLVE THE PROBLEMS OF AIR POLLUTION.

## IMPLEMENTATION

### RECREATION

1. Establish neighborhood park sites south of the San Bernardino Freeway.
2. Expand Orangewood Park and Palm View Park.
3. Acquire the Ridgeriders Equestrian Park and ball diamonds; improve diamonds to semi-pro standards.
4. Develop a football field in the north portion of the City.
5. Develop municipal swimming pools at West Covina and South Hills High Schools and Palm View Park.
6. Develop a City park and/or regional park, minimum 100 acres.
7. Create a fine arts center in the City.
8. Develop full activity lighting in all parks.
9. Develop scenic corridors and biking, hiking and riding trails.
10. Prepare Specific Plans of Design for all parks and make periodic evaluation of the facilities in these parks.
11. Adopt a resolution declaring that areas will not be annexed or permitted to develop within the City until it can be demonstrated that they are capable of meeting their recreational needs.

### SCENIC HIGHWAYS

1. Designate specific roadways in the City as Scenic Highways.
2. Adopt development criteria and street furniture design.
3. Adopt legislation prohibiting clustering and grading of certain gradient slopes.
4. Adopt legislation requiring statements as to the ability of existing vegetation to prevent soil erosion, provide scenic beauty and protect water resources.
5. Adopt legislation requiring soils and geologic reports in areas designated as unstable for individual dwelling units.
6. Form a committee to study the feasibility of water service company consolidation in the City.

7. Construct a water tank in Galster Park, and firebreaks in hillside areas..
8. Provide an adopted recommended plant list to residents in the hillside area.
9. Adopt a resolution stating the policy of the City of West Covina to give active support to solving the problem of air pollution.

# SAFETY ELEMENT

## ABSTRACT

The Safety Element contains five general goals and thirty-four policies which suggest actions to be taken to assure public safety and acceptable risk. The City recognizes that some environmental risks are unavoidable, however, if development is permitted in West Covina, an acceptable margin of public safety should be maintained.

## AUTHORITY AND SCOPE

Government Code Section 65302 (g) requires that cities and counties shall include a safety element as part of the required General Plan. This requirement is intended to assure that cities and counties will consider the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards; flooding; and fires. The element is also required to include mapping of known seismic and other geologic hazards.

This element is divided into four major sections:

- 1) Seismic Safety
- 2) Fire Safety
- 3) Flood Safety
- 4) Natural Hazard Responsibility

The scope of the element is limited to the City of West Covina and those portions of Los Angeles County that are in West Covina's sphere of influence. However, the task of providing a safer living environment is also a regional issue.

## INTRODUCTION

This element introduces safety considerations in the planning process by identifying major safety hazards, specifying the level of acceptable risk, and establishing policies to reduce these hazards.

Although a hazard-free environment will never exist, an important initial step is to determine a level of acceptable risk. Risk is defined as the possibility of loss or injury over some period of time. The Council of Intergovernmental Relations (CIR) Guidelines separates risk into the following three distinct categories:

Acceptable Risk - The level of risk below which no specific action by government is deemed to be necessary to protect life and property.

Unacceptable Risk - The level of risk above which specific action by government is deemed to be necessary to protect life and property.

Avoidable Risk - Risk not necessary to take because individual or public goals can be achieved at the same or less total "cost" by other means without taking the risk.

Although it is difficult to quantify the level of risk for geologic, flood and fire hazards, it is the city's responsibility and desire to provide a safe environment for its residents.. This element will provide policies and implementation measures for mitigating the consequences of known hazards to a level of acceptable risk.

## GOALS

The purpose of the Safety Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

PREVENT SERIOUS INJURY AND LOSS OF LIFE.

PREVENT SERIOUS STRUCTURAL DAMAGE TO CRITICAL FACILITIES AND STRUCTURES WHERE LARGE NUMBERS OF PEOPLE ARE APT TO CONGREGATE AT ONE TIME.

INSURE THE CONTINUITY OF VITAL SERVICES AND FUNCTIONS.

EDUCATE THE COMMUNITY.

MINIMIZE RISK.

## GENERAL POLICIES

### SEISMIC SAFETY

West Covina's seismological position is similar to that of many other Southern California communities, particularly those in Los Angeles County. West Covina has had a limited history of seismic disturbance, yet it lies within close proximity to several major known faults.

The region around the City of West Covina can be divided into three basic geologic and physiographic units:

1. The San Gabriel Mountains on the north;
2. The San Jose and northern Puente Hills on the south; and
3. The eastern San Gabriel Valley in the central area.

By far the largest number of people live in the Valley, but in recent years development has extended into the geologically more hazardous terrain of the foothills at the edge of the Valley.

The most important faults within the area are those that form the frontal fault system of the San Gabriel Mountains. This group of faults includes locally the Sierra Madre, Duarte and Lower Duarte faults. Together they comprise the fault system that separates the high mountains on the north from the San Gabriel Valley on the south.

Other faults of importance include the Walnut Creek fault along the north flank of the San Jose Hills and faults outside the study area, including the San Andreas on the north, the Raymond Hill on the west, and the Whittier on the south.

A study of the regional seismicity of the Southern California region shows that there is a clustering of the larger magnitude earthquakes in the area of the Newport-Inglewood fault and along the San Jacinto fault, but the smaller earthquakes, particularly a magnitude of three or less, tend to occur as a random "background" with no apparent clustering along any known fault except those noted above. The principal implication that can be drawn from these relationships is that some faults in Southern California show a certain level of earthquake activity or seismicity that can be taken as an indication of their capacity to generate larger earthquakes. Others, such as those mentioned above as being important to the West Covina area, do not have earthquakes clustered along or near them, and their potential for generating damaging earthquakes must be derived from other evidence.

### Seismic Hazards

In West Covina, the primary faults of concern are the Sierra Madre, San Andreas and Whittier faults. The principal potential seismic hazards resulting from seismic activity on any fault are surface rupture and ground shaking.

Surface rupture generally occurs along the fault itself. Areas within one-eighth of a mile on either side of the most active or projected active trace of each fault are identified as "Hazard Management Zones". Hazard Management Zones should be thought of in terms of a special area requiring future geological investigation to determine the exact location and lateral extent of potential ground rupture. While there are no Hazard Management Zones falling within the City of West Covina, three such zones fall within the West Covina region.

Within West Covina, the most important potential hazard relative to seismic activity is ground shaking. Ground shaking can vary greatly from one part of the city to another due to the variation in earth properties.

One method of presenting information on potential ground shaking within the city is through seismic zones as shown on the following Seismic Hazards Map, Exhibit "III/2-A". The seismic zones are described by the level of ground motion that can reasonably be anticipated from earthquakes on the principal fault system affecting West Covina. The characteristics of each seismic zone are represented by response spectra which translate ground motion into displacement (inches), velocity (inches per second), and acceleration (inches per second, expressed as a percent of the acceleration of gravity). These three factors, which are derived from mathematical analysis, are essentially the descriptions of each seismic zone. These are engineering "tools" for use in designing structures.

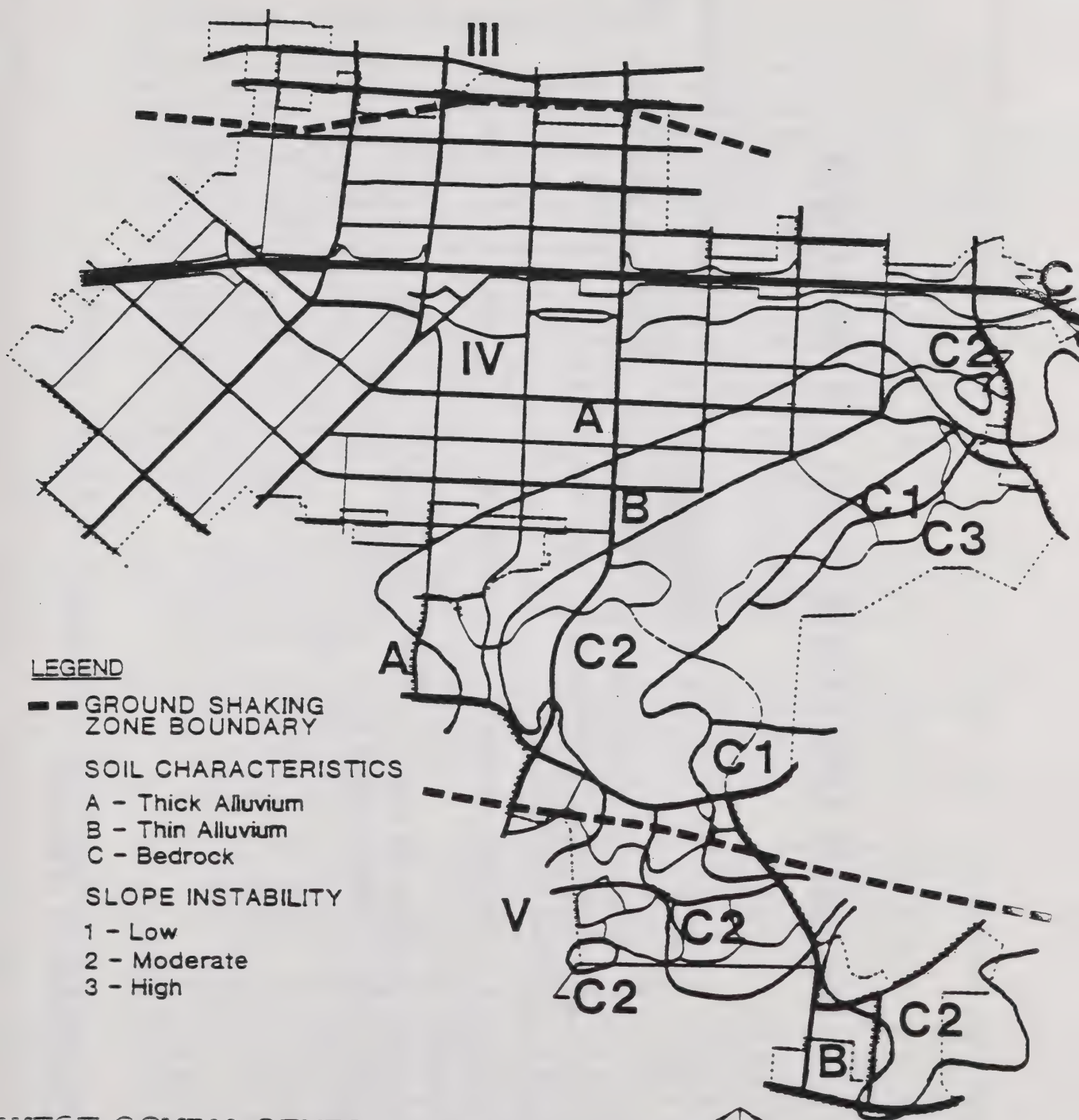
In discussing the major groupings of the seismic zones, the following general statements can be made:

1. The seismic zones have been derived from two basic sets of criteria:
  - (a) distance from the source of an earthquake; and (b) geographical differentiation of soil and bedrock conditions. Distance zones are expressed in Roman numeral form, and the differentiations between soil and bedrock have been expressed in alphabetical form. The combination of a distance zone (I, II, III, etc.) with a soil/bedrock zone (A, B, or C) constitute a particular seismic zone.
2. The seismic zone analysis is based upon the San Andreas, Sierra Madre and Whittier fault systems as the principal sources of strong ground shaking.

Soil and bedrock conditions within the seismic zones have been differentiated into three significant zones as follows:

- |          |  |
|----------|--|
| Zone A - | Areas underlain by alluvium in excess of two hundred feet thick overlying bedrock.   |
| Zone B - | Areas underlain by alluvium two-hundred feet or less in thickness overlying bedrock. |
| Zone C - | Areas underlain by metamorphic, granitic or sedimentary bedrock.                     |

As was previously stated, the primary faults of concern in West Covina are the Sierra Madre, San Andreas and Whittier Faults. In designing safe structures in light of these faults, a design criteria for land use should be utilized as a minimum design in determining "Acceptable Risk" in West Covina. The following design criteria, as shown on Exhibit "III/2-B", have been developed for three levels of use for earthquakes expected from the three primary faults.



# WEST GOWNA GENERAL PLAN SEISMIC HAZARDS MAP



PLANNED

# DESIGN CRITERIA FOR LAND USES

USE	APPROXIMATE RECURRENCE INTERVAL (YEARS)	FAULT (SOURCE OF EARTHQUAKE)		
		SIERRA MADRE	WHITTIER	SAN ANDREAS
Limited Occupancy (warehouses, automated manufacturing facilities, etc.)	50-100	*	4.5	8.5
Normal Occupancy (residences, normally occupied factories, etc.)	100-200	6.5	5.2	8.5
Critical Facilities (hospitals, fire and police stations, schools, critical utilities, etc.)	300-800	7.5	6.0	8.5

\* Seismic history of the Sierra Madre fault suggests that smaller earthquakes will probably not occur on this fault.

## Structural Hazards for New Buildings

Two basic concepts should be considered in the upgrading and enforcing of building codes involving seismic risk. First, the primary role of government as related to seismic hazards is protection against loss of life or serious injury of its citizens. To implement this concern, it should adopt and enforce a code for the design and construction of new structures that will protect them, at an acceptable level of risk, against death or serious injury. Second, certain critical facilities such as hospitals, fire and police stations and communication centers must function at peak efficiency in the hours immediately following a damaging earthquake. Implementation of this concern can be applied in two ways: design critical facilities to withstand more intense shaking than non-critical buildings and give greater attention to non-structural items such as elevators, lighting fixtures, stability of storage cabinets, etc. The second method differs from the first in that emphasis is placed on usability of the facility after the seismic event, such as hospitals, which must not only remain intact, but must also continue to function in a manner such that potential victims of an earthquake can be treated.

1. THE CITY OF WEST COVINA SHALL USE AS A GUIDELINE THE SEISMIC ZONE AND ATTENDANT RESPONSE SPECTRA FOR MODIFICATIONS OF THE CITY BUILDING CODE TO BRING IT INTO CONFORMANCE WITH EXPECTED SEISMIC CONDITIONS RESULTING FROM FUTURE EARTHQUAKES.
2. CHAPTER 70 (GRADING) OF THE UNIFORM BUILDING CODE SHOULD BE STRENGTHENED TO REQUIRE GEOLOGICAL AND SOILS ENGINEERING INVESTIGATIONS IN MODERATE AND HIGH LANDSLIDE RISK, POTENTIAL LIQUEFACTION AND SUBSIDENCE AREAS AND CRITICAL SEISMIC ZONES SUCH AS THOSE WHERE GROUND ACCELERATION VALUES EXCEED CURRENT UBC STANDARDS.
3. A BUILDING STRONG-MOTION INSTRUMENTATION PROGRAM SHALL BE INSTITUTED FOR BUILDINGS OVER FOUR STORIES IN HEIGHT WITH AN AGGREGATE FLOOR AREA OF 40,000 SQUARE FEET OR MORE, AND EVERY BUILDING OVER SIX STORIES IN HEIGHT REGARDLESS OF FLOOR AREA IF SUCH BUILDINGS ARE ANTICIPATED.

## Structural Hazards for Existing Buildings

Among buildings constructed prior to approximately 1948, wood frame structures two stories or less should be considered safe. Other buildings constructed before 1948 should be considered suspect. In all cases, unreinforced masonry buildings should be considered hazardous. In the absence of detailed structural evaluations, all masonry buildings constructed prior to 1933 should be considered dangerous.

For existing pre-1948 structures that have been labeled as "critical facilities", such as schools and hospitals, there should be a detailed investigation to determine the structural integrity of the building. For all structures, special attention should be given to such questions as the anchorage of the roof and floor to the walls to the foundation, the anchorage of the chimney to the roof framing, the anchorage of exterior ornamentation, parapets and roofing tiles to the structure and the amount of discontinuity in the structural framing of each building.

4. ALL CRITICAL FACILITIES CONSTRUCTED PRIOR TO 1948 SHOULD BE REVIEWED BY A STRUCTURAL ENGINEER FOR POTENTIAL HAZARDS. SINCE MANY OF THESE STRUCTURES HAVE REGIONAL IMPACT, THE SOURCE OF FUNDING FOR THE INSPECTION PROGRAM SHOULD BE AT THE REGIONAL LEVEL. HIGH PRESSURE NATURAL GAS, PETROLEUM AND ELECTRICAL POWER TRANSMISSION LINES SHOULD BE REVIEWED FOR SAFETY AND LAND USE COMPATIBILITY.
5. EMERGENCY COMMUNICATION CENTERS, FIRE STATIONS AND OTHER EMERGENCY SERVICE FACILITIES SHALL BE EXAMINED AS TO THEIR EARTHQUAKE RESISTANCE CAPACITIES. IF FOUND BELOW THE ACCEPTABLE STANDARD, A PROGRAM TO MITIGATE POTENTIAL HAZARDS SHOULD BE IMMEDIATELY ESTABLISHED.
6. A PROGRAM OF BUILDING INSPECTION SHALL BE INITIATED TO IDENTIFY ALL STRUCTURES IN THE CITY THAT DO NOT MEET MODERN EARTHQUAKE STANDARDS FOR CONSTRUCTION OR CONFORM TO DESIGN CRITERIA OF THE MODIFIED CITY BUILDING CODE.
7. THE CITY OF WEST COVINA SHALL ESTABLISH AND IMPLEMENT A PROGRAM FOR THE ORDERLY ELIMINATION OF HAZARDOUS OLD BUILDINGS AND A REVIEW COMMITTEE SHALL BE ESTABLISHED BY THE CITY COUNCIL TO CONSIDER THE DESIRABILITY OF INITIATING CONDEMNATION PROCEDURES AGAINST STRUCTURES FOUND TO BE UNSAFE.

#### Seismic Hazard Preparedness

An Emergency Disaster Plan should be formulated which would enable the City to be self-sufficient in the weeks following a severe earthquake, such as a magnitude 7.5 event on the the Sierra Madre fault. This Emergency Disaster Plan should provide for emergency medical facilities, temporary shelter, emergency communications equipment, and emergency water and food supplies. Since a large earthquake will severely affect many cities and hundreds of thousands of people, the efforts of federal and state emergency services will be severely overextended. It is advisable that the City of West Covina be prepared to serve itself and maintain continued functioning of necessary services, rather than to expect adequate aid from outside organizations.

8. CONTINUE TO IMPROVE THE EMERGENCY DISASTER PROGRAM FOR THE CITY OF WEST COVINA.

9. ESTABLISH A PRIORITY SYSTEM OF EVACUATION ROUTES AND CRITICAL SERVICES TO BE PROVIDED IN THE EVENT OF AN EARTHQUAKE DISASTER.

A program to increase public awareness of earthquake safety should be initiated. Such a program could be presented in a series of community meetings or seminars and could also be provided for school districts and other organizations. As a further step of increasing public awareness and assistance, first aid and CPR classes, as well as other special skill training, should be supported, as skilled citizens may be needed to supplement fire and police personnel.

10. THE CITY SHALL DEVELOP AN INFORMATION RELEASE PROGRAM TO FAMILIARIZE THE CITIZENS OF THE REGION WITH THE SAFETY ELEMENT. SCHOOL DISTRICTS AND AGENCIES RELATED TO AGED, HANDICAPPED AND SEISMICALLY SUSCEPTIBLE INDUSTRIES SHOULD BE ENCOURAGED TO DEVELOP EDUCATIONAL PROGRAMS RELATIVE TO SEISMIC AWARENESS.
11. COMMUNITY PROGRAMS THAT TRAIN VOLUNTEERS TO ASSIST POLICE, FIRE AND CIVIL DEFENSE PERSONNEL TO PERFORM EFFECTIVELY AFTER AN EARTHQUAKE SHOULD BE SUPPORTED.

The City must provide the updating and the continuance mechanisms necessary for improving safety standards of the community. As part of this process, a monitoring and surveillance system which utilizes information developed by various state and federal agencies, as well as colleges and special interest groups, should be established. It is suggested that representatives of the City work with this monitoring system, analyze information and relay pertinent findings.

Soil analysis for new structures on a site-by-site basis will be necessary in areas of potential liquefaction and other secondary hazards. Structural evaluation of existing facilities shall also be performed. This is a part of plan update and information base expansion which should be considered for heuristic improvements of decision making related to seismic planning. A program of major policy update should be undertaken by the City as technical advancements dictate. In the event of change in the base data caused by a major earthquake, it may be necessary to formulate a regional study group to reformulate or reconsider this plan and its implications.

12. UPON ADOPTION OF THIS ELEMENT, THE CITY SHALL ESTABLISH A SEISMIC SAFETY REVIEW COMMITTEE TO OVERSEE THE IMPLEMENTATION OF THIS ELEMENT. THIS COMMITTEE SHOULD BE COMPOSED OF MEMBERS FROM THE BUILDING AND SAFETY, ENGINEERING, POLICE AND FIRE DEPARTMENTS.
13. STATE, FEDERAL AND OTHER GOVERNMENTAL AGENCIES SHOULD BE ENCOURAGED TO INTENSIFY RESEARCH ON SEISMIC AND OTHER GEOLOGIC HAZARDS.

14. THE SAFETY ELEMENT SHALL BE REVIEWED BY THE CITY PLANNING DEPARTMENT ANNUALLY AND SHOULD BE COMPREHENSIVELY REVISED EVERY FIVE YEARS OR WHENEVER SUBSTANTIALLY NEW SCIENTIFIC EVIDENCE BECOMES AVAILABLE.

#### FIRE SAFETY

The risk of wide-spread fire in the heavily populated valley floor is low to negligible. The hillside areas to the east and south comprise three additional risk categories--medium, high and extreme--based upon four determinants:

1. vegetative cover
2. human proximity
3. access
4. slope

Not all possible combinations are shown under each risk category for stacking tends to occur among risk determinants. The risk areas are shown on Exhibit "III/2-C", and a summary of what factors constitute each category is presented below:

##### Extreme Risk

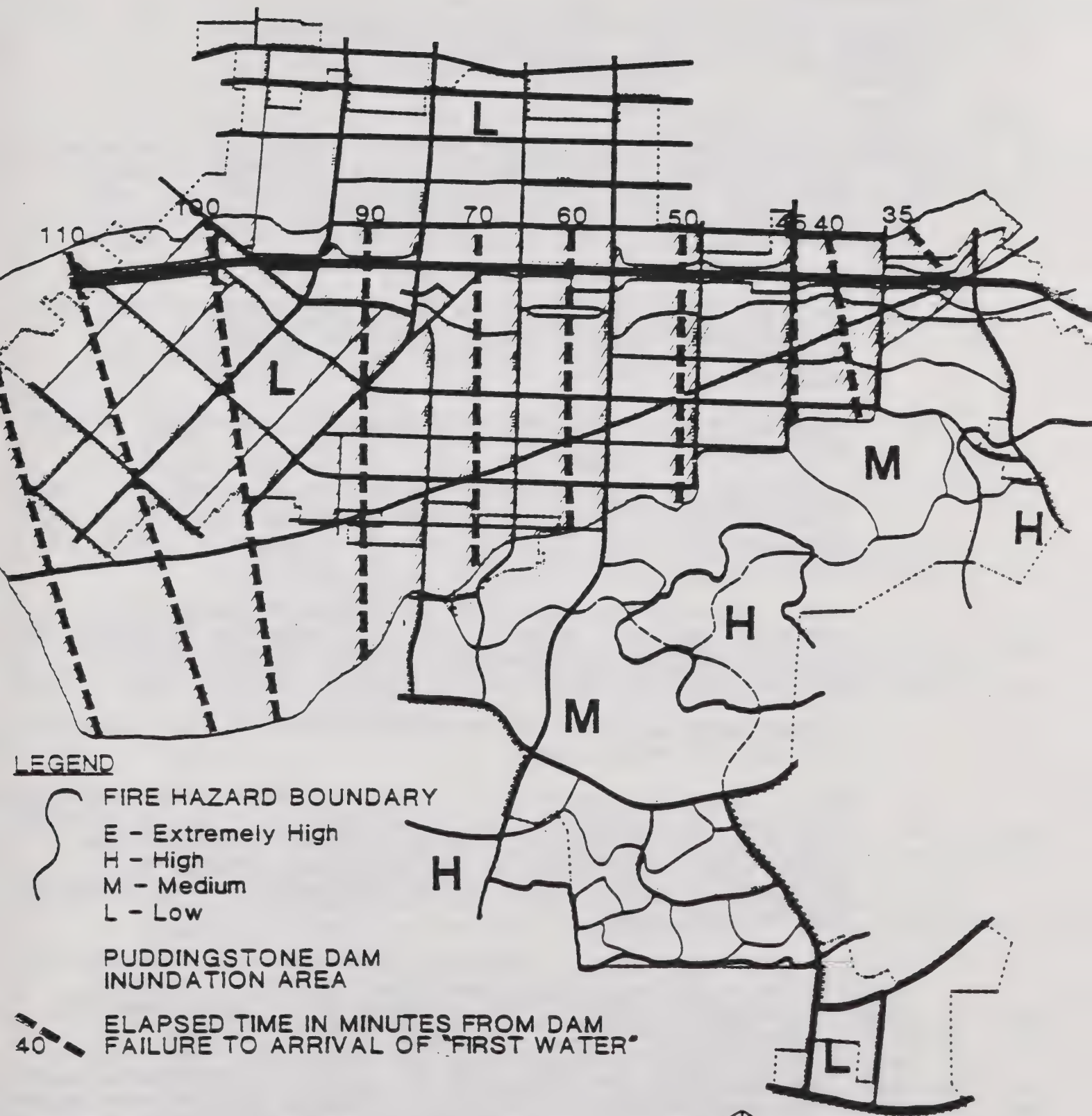
Vegetation:	chamise chaparral
Proximity:	fronting developed areas and/or west of fire prone communities
Access:	limited, topography extremely variable
Slope:	Steep (40% or more)

##### High Risk:

Vegetation:	woodland-grass
Proximity:	ranging from areas fronting developments to backcountry
Access:	somewhat limited
Slope:	moderate (20% to 40%)

##### Medium Risk:

Vegetation:	grassland, lesser developed sage scrub
Proximity:	vicinity of developed areas west of fire source
Access:	available
Slope:	level to gentle (0 to 20%)



Low Risk:

Vegetation: cultivated/urban; barren areas  
Proximity: developed areas  
Access: available  
Slope: flat

Since the greatest risk categories fall within hillside areas, it is clear that special treatment of these areas are necessary. Care should be taken to evaluate appropriate land uses and building materials within the hillside areas. Additionally, access to water for fire fighting and maintenance of vegetation near structures must be continually monitored.

15. THE CITY SHALL REVIEW AND EVALUATE PROPOSED LAND USES IN EXTREME AND HIGH FIRE HAZARD AREAS AS TO THEIR VULNERABILITY TO FIRE AND THEIR POTENTIAL AS IGNITION SOURCES.
16. PROHIBIT THE USE OF UNTREATED SHAKE ROOFS IN AREAS OF HIGH AND EXTREME FIRE HAZARD.
17. ADOPT SPECIAL INSPECTION CRITERIA IN THOSE AREAS OF EXTREME, HIGH AND MEDIUM FIRE RISK DURING CRITICAL FIRE SEASON WHEN THE SUSTAINED WIND VELOCITY EXCEEDS TWENTY-FIVE MILES PER HOUR.
18. STUDY THE ADOPTION OF RIGID INSPECTION STANDARDS FOR OFF-ROAD VEHICLES (MUFFLER AND SPARK ARRESTER CONTROLS) AND CLOSELY CONTROL THE USAGE OF OFF-ROAD VEHICLES DURING PERIODS OF HIGH FIRE RISK (LOW HUMIDITY AND EASTERLY WINDS).
19. INVESTIGATE WATER RE-USE PROGRAMS IN THE HILLSIDE AREAS TO AID IN FIRE PREVENTION.
20. MAKE ACCESSIBLE ALL WATER IN PRIVATELY OWNED SWIMMING POOLS, EXISTING OR CONSTRUCTED IN OR ADJACENT TO HIGH AND EXTREME FIRE RISK AREAS, TO FIRE TRUCKS FOR USE IN ONSITE FIRE PROTECTION. THIS COULD BE ACCOMPLISHED THROUGH THE INCLUSION OF SUITABLE GATES AND DRIVEWAYS IN BOTH EXISTING AND PROPOSED HOMES.

The most effective step in reducing fire hazard in West Covina would be to initiate a public awareness campaign. Such a campaign should principally be directed toward the elementary school age group, as it is this group that is largely responsible for starting many of the disastrous fires in the past. Continuation and expansion of the City's Fire Department open house displays and fire fighting demonstrations have proven particularly effective in impressing younger children, as well as the general public, with the force and dynamics of fire.

21. INITIATE EDUCATIONAL PROGRAMS IN LOWER GRADES USING DISPLAYS AND DEMONSTRATIONS THAT WOULD EXPOSE YOUNGER CHILDREN TO THE NATURE AND STRENGTH OF FIRE. SUCH PROGRAMS WOULD TEND TO REPLACE THEIR NATURAL CURIOSITY WITH A SENSE OF RESPECT.
22. SUPPORT OR SPONSOR EXHIBITS AND PRESENTATIONS IN SECONDARY SCHOOLS WHICH DEMONSTRATE THE MORE INVOLVED ASPECTS OF FIRE DYNAMICS, i.e. MAJOR CONTRIBUTING FACTORS OF FIRE HAZARD AND THE RELATIONSHIP OF FIRE TO THE NATURAL ECOLOGY. ENCOURAGE PARENTAL COOPERATION AND ASSISTANCE IN OVERALL FIRE EDUCATION PROGRAMS.
23. CONTINUE TO SUPPORT PROGRAMS TO REDUCE FIRE HAZARDS OF VEGETATION IN AREAS OF EXTREME TO HIGH FIRE RISK. SUCH PROGRAMS MAY TAKE A VARIETY OF FORMS AND WOULD INCLUDE CURRENT CITY WEED AND BUSH REMOVAL PROGRAMS, AS WELL AS CONTROL AND USE OF FIRE RETARDANT PLANTINGS.

Further measures in reducing fire risk and increasing fire protection are to coordinate efforts between the City of West Covina and various local fire departments and utility companies. Cooperative agreements between the City and these organizations may include mutual assistance agreements and inspection programs.

24. ENCOURAGE AND SUPPORT CONTINUING "MUTUAL ASSISTANCE" AGREEMENTS BETWEEN THE FIRE DEPARTMENTS OF THE LOCAL CITIES AND LOS ANGELES COUNTY.
25. IMPROVE POWER AND GAS LINE INSPECTIONS AND NEW INSTALLATIONS THROUGH A COORDINATED EFFORT BETWEEN SOUTHERN CALIFORNIA EDISON, SOUTHERN CALIFORNIA GAS COMPANY AND THE WEST COVINA FIRE DEPARTMENT.

#### FLOOD SAFETY

Although dams are not present within the City itself, significant sections of the City may be subject to inundation in the event of a failure of Puddingstone Dam. As is shown on the Fire and Flooding Hazards Map, Exhibit "III/2-C", the inundation area generally comprises the area south of Workman Avenue and north of the San Jose Hills.

Decisions concerning acceptable risk relative to flood inundation includes only those areas subject to inundation beyond the sixty minute inundation line. The principle reason for this judgment is that one hour should be sufficient in terms of emergency response organizations and trained personnel being able to effect positive action to mitigate inundation effects on loss of life.

26. REVIEW AND EVALUATE PROPOSED LAND USES IN AREAS OF INUNDATION HAZARD.

27. IMPROVE EMERGENCY SERVICES CAPABILITIES IN AREAS SUBJECT TO POTENTIAL DAM INUNDATION IN ORDER TO SHORTEN TIMES REQUIRED FOR EMERGENCY EVACUATION AND MOBILIZATION EFFORTS. IDENTIFY MANPOWER AND EQUIPMENT NEEDS, AS WELL AS APPROACH TO NOTIFICATION OF AFFECTED HOUSEHOLDS.
28. ACTIVELY SUPPORT EFFORTS TO INSPECT DAMS AND EVALUATE DAM SAFETY REQUIREMENTS.
29. INVESTIGATE SITING OF FUTURE CRITICAL FACILITIES IN ONLY THOSE AREAS BEYOND THE SIXTY MINUTE LINE THAT SIGNIFIES THE TIME BETWEEN DAM FAILURE AND INUNDATION.
30. SUPPORT OR SPONSOR FLOOD PLAIN STUDIES ALONG WALNUT CREEK AND OTHER DRAINAGE AREAS TO BETTER EQUIP THE CITY TO DEAL WITH FLOOD PROBLEMS.
31. MAKE AVAILABLE POTENTIAL FLOOD INFORMATION TO DEVELOPERS, INDUSTRIES AND APPROPRIATE CIVIC GROUPS IN AREAS AFFECTED BY POTENTIAL DAM INUNDATION.
32. ENCOURAGE STATE, FEDERAL AND OTHER GOVERNMENTAL AGENCIES TO INTENSIFY RESEARCH ON FLOOD AND INUNDATION HAZARDS.

#### NATURAL HAZARD RESPONSIBILITY

This element places emphasis on those particular hazards that can best be defined on an area-wide basis. Natural hazards that must be evaluated as part of individual site investigations are treated less specifically with the intent that the results be used to facilitate the administration of public safety. The relationship and attendant responsibilities between this concept and the evaluation of specific hazards are shown on Exhibit "III/2-D".

The primary responsibility for evaluation of each aspect of a hazard is shown by an "XX" and by an "XXX" if a determination of acceptable risk is involved. Those aspects for which either sector may commonly have a secondary responsibility are indicated by an "X". The intent is to show the distribution of responsibility for evaluation of a hazard; the over-all regulatory responsibility of government is not included.

33. EVALUATE THE IMPACT ON LAND USE WHICH RESULTS FROM THE "STACKING" OF MULTIPLE HAZARD ZONES.
34. WEST COVINA SHOULD CONTINUE, EXPAND AND REFINE PROGRAMS THAT TRAIN VOLUNTEERS TO ASSIST POLICE, FIRE AND CIVIL DEFENSE PERSONNEL TO PERFORM EFFECTIVELY AFTER NATURAL DISASTERS.

# NATURAL HAZARDS RESPONSIBILITY

## Responsible Sector

### HAZARD

### Public

### Private

1. Fault Rupture		
a. Evaluation of fault	XXX	
b. Location of site		XX
2. Earthquake Shaking:		
a. Sources of shaking	XXX	
b. General levels of shaking	XX	X
c. Effects on site		XX
3. Fire Hazard:		
a. Risk of occurrence	XX	
b. Effects on site		XX
4. Flooding:		
a. Risk of occurrence	XXX	
b. Regional evaluation	XX	X
c. Effects on site		XX
5. Dam Failure:		
a. Risk of occurrence	XXX	
b. Effects on site		XX
6. Landslide:		
a. Regional evaluation	XXX	
b. Effects on site		XX
7. Liquefaction, Settlement, and Subsidence:		
a. Regional evaluation	XX <sup>1</sup>	
b. Effects on site		XX

X = Secondary responsibility

XX = Primary responsibility

XXX = Primary responsibility with determination of acceptable risk necessary.

<sup>1</sup>Evaluation requires determination of expected shaking.

## IMPLEMENTATION

1. Present Safety Element study findings using slide presentations and workshop meetings to schools, agencies related to the aged, handicapped, etc., and susceptible industries.
2. Establish appropriate media, such as cable television for reaching different segments of the community, and conduct presentations.
3. Present findings to interested civic groups.
4. Make available to builders and realtors findings of the Safety Element.
5. Review subdivision requirements and make recommendations to the City Council and Planning Commission on implications of the Public Safety Element and make desired changes.
6. Update zoning ordinances and make desired changes.
7. Environmental impact reports shall be used to refine geological information as related to seismic safety.
8. Specific plans shall recognize the findings of this element as critical land use guidelines are developed within specific areas.
9. Cal Trans should review the Seismic Safety Element with respect to freeways and other major highways and forward comments to the City.
10. Public utilities and municipal agencies should review the Seismic Safety Element for determination of impact on storage and transportation facilities including gas, electricity and communication transmission facilities, water tanks, and major distribution/transformation network centers

# CIRCULATION ELEMENT

## ABSTRACT

The Circulation Element contains three general goals and three policies which are designed to provide a balanced circulation system for the City of West Covina. West Covina recognizes that the manner in which people and goods move within and through the city is a major part of maintaining a high quality living environment.

## AUTHORITY AND SCOPE

Government Code Section 65302(b) requires that all cities and counties shall include a circulation element as part of the required General Plan. This requirement is intended to assure that cities and counties recognize the need to provide a circulation system which is sensitive to land uses and the environment. The circulation system refers to the routes by which traffic moves from one place to another and the modes by which people and goods are transported from one place to another.

The Circulation Element states that the intent of the City is to provide a comprehensive transportation system. This element is divided into four policy sections:

- 1) History of Street Development
- 2) City and Regional Circulation
- 3) Alternate Transportation Modes
- 4) Socio-Economic Impact

These sections include discussions which pertain to freeways, streets, public transit, paratransit, carpooling, bike routes, pedestrian ways, and equestrian and hiking trails.

The scope of the element is limited primarily to the City of West Covina and those portions of Los Angeles County which are in West Covina's sphere of influence. However, the task of providing an effective circulation system is also a regional issue, and the two should be effectively coordinated.

## INTRODUCTION

Like most surrounding cities, West Covina is almost completely developed, and most of the traffic patterns are well established. While this is a given fact, West Covina is concerned with providing a quality living environment. To help achieve this end, the Circulation Element provides a comprehensive transportation system that maximizes efficiency and convenience while minimizing danger and delay.

In developing a quality living environment it must be recognized that land use and circulation systems cannot and should not be developed separately. The Circulation Element recognized this fact and is coordinated with the Land Use Element. Future traffic demands on West Covina's streets are viewed with the knowledge that development will play a substantial role in the land use decisions primarily along three routes in the future.

## GOALS

The purpose of the Circulation Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

PROVIDE A COMPREHENSIVE TRANSPORTATION SYSTEM FOR THE MOVEMENT OF PEOPLE AND GOODS WITHIN AND THROUGH THE CITY IN A MANNER THAT MAXIMIZES EFFICIENCY AND CONVENIENCE, WHILE MINIMIZING DANGER AND DELAY.

PROVIDE PROTECTION TO NEIGHBORHOODS FROM HARMFUL AND UNNECESSARY VEHICULAR TRAFFIC.

ENCOURAGE ALTERNATE MEANS OF TRANSPORTATION WHENEVER POSSIBLE TO REDUCE THE NUMBER OF AUTOMOBILES ON THE STREETS.

## GENERAL POLICIES

### HISTORY OF STREET DEVELOPMENT

The City's street system and traffic volumes have developed as residential and commercial development occurred. Some of the major street extensions and widenings coincide with the City's expansion.

West Covina Parkway, formerly Walnut Creek Parkway, was constructed around 1961 as a result of the development of the old center (Fashion Plaza site) and Broadway Department store. It was completed, as we now recognize it, in 1965 with its widening at Sunset Avenue.

Azusa Avenue was extended over the hill from its terminus at Francisquito in 1967, relieving a connection problem which had existed between the southern and northern parts of the City.

Cameron Avenue was completed to Grand Avenue in 1972. Cameron Avenue is the only east-west street south of the San Bernardino Freeway to run through the entire City.

Amar Road and Nogales Street were completed east of Azusa and north of La Puente Road in 1974 to their current juncture. These roads were the result of development of the Woodside area.

Amar Road has now been extended eastward to Grand Avenue, giving direct access from the southern part of the City to the City of Walnut, Mount San Antonio College and Cal Poly, Pomona.

Valinda Avenue, from Maplegrove Street to Amar Road, was completed in 1971 along with the completion of the Summerplace Village residential development north of Amar Road.

The following exhibits illustrate the City's major street system development from 1938 to the present and give the average traffic counts on those streets through the years. (Exhibits "IV/1-A" and "IV/1-B")

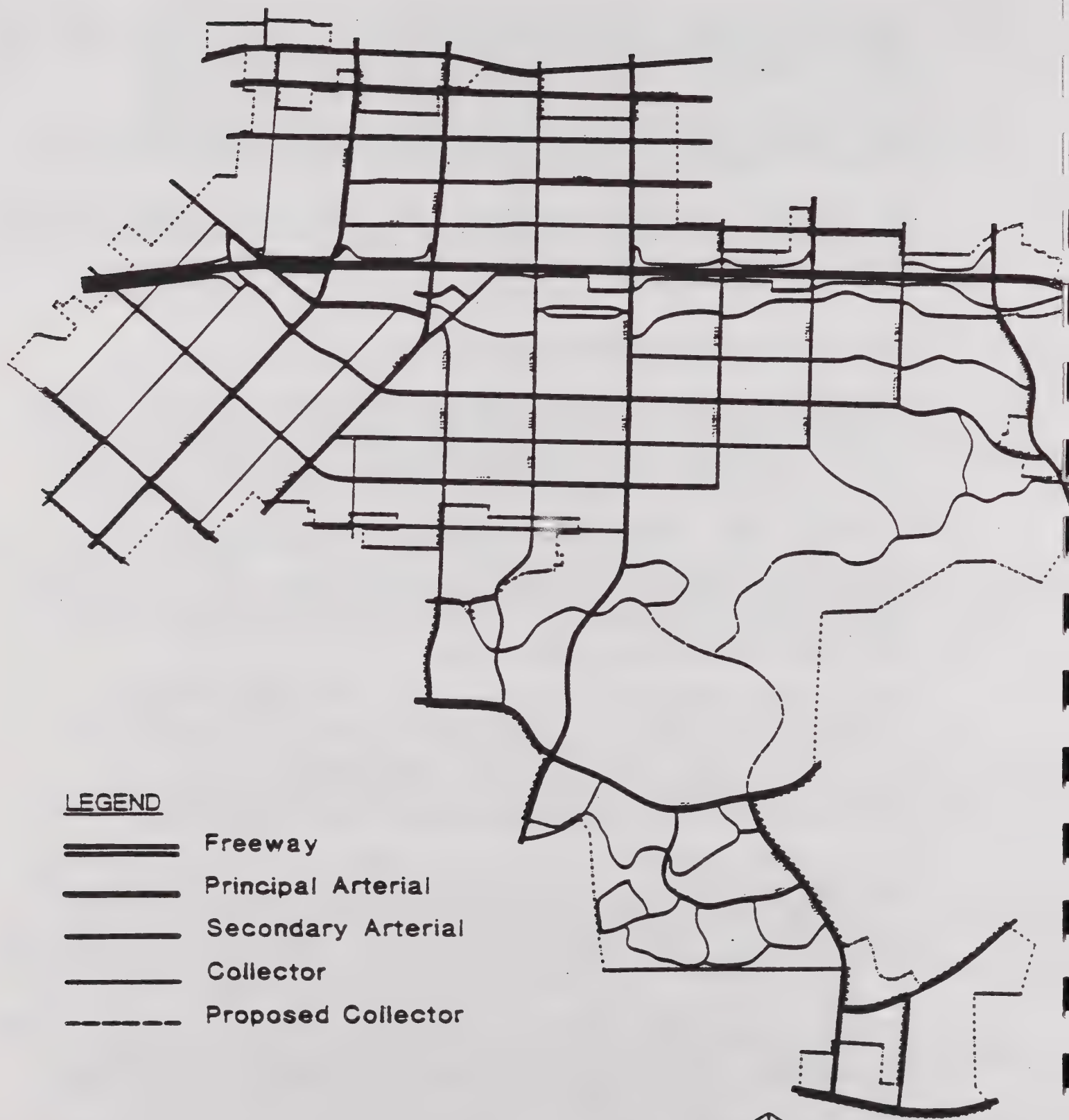
## EXISTING CITY AND REGIONAL CIRCULATION

The purpose of this section is to analyze West Covina's current circulation problems, which the City should examine more closely in the future through specific area studies. The report also gives a brief analysis of other modes of transportation which will play a part in West Covina's future circulation system.






If one defines "traffic" as pertaining "to the movement of vehicles which transport persons and goods for various purposes to various places," it becomes fairly evident that the principal traffic problem facing West Covina is "through" traffic; that is, vehicle trips with an origin and destination located outside of West Covina's corporate boundaries.

The 1977 Land Use Plan indicated lower densities and less intensive uses than the 1969 General Plan. This updated Plan generally maintains the residential densities of the 1977 Plan, but predicts more intense use of land adjacent to the San Bernardino Freeway. Consequently, traffic generated within the City may be more than that projected by the 1977 Plan.

The greatest difference between the 1969 Plan and the 1977 Plan was the modification of the "core concept". From the Citizen's Policy Conference came the directive that the core concept be re-examined in light of current economic reality. Following the direction outlined by the adopted policy, the 1977 Plan abandoned the core concept, centering commercial developments within the Central Business District and Eastland Center areas. There is, however, still land adjacent to the Freeway that is underutilized and subject to economic pressure compelling more intensive development. The Economic Development Element has recommended that a "Freeway Corridor Master Plan" be prepared which will give Garvey Avenue North and South new importance in the Circulation Element.




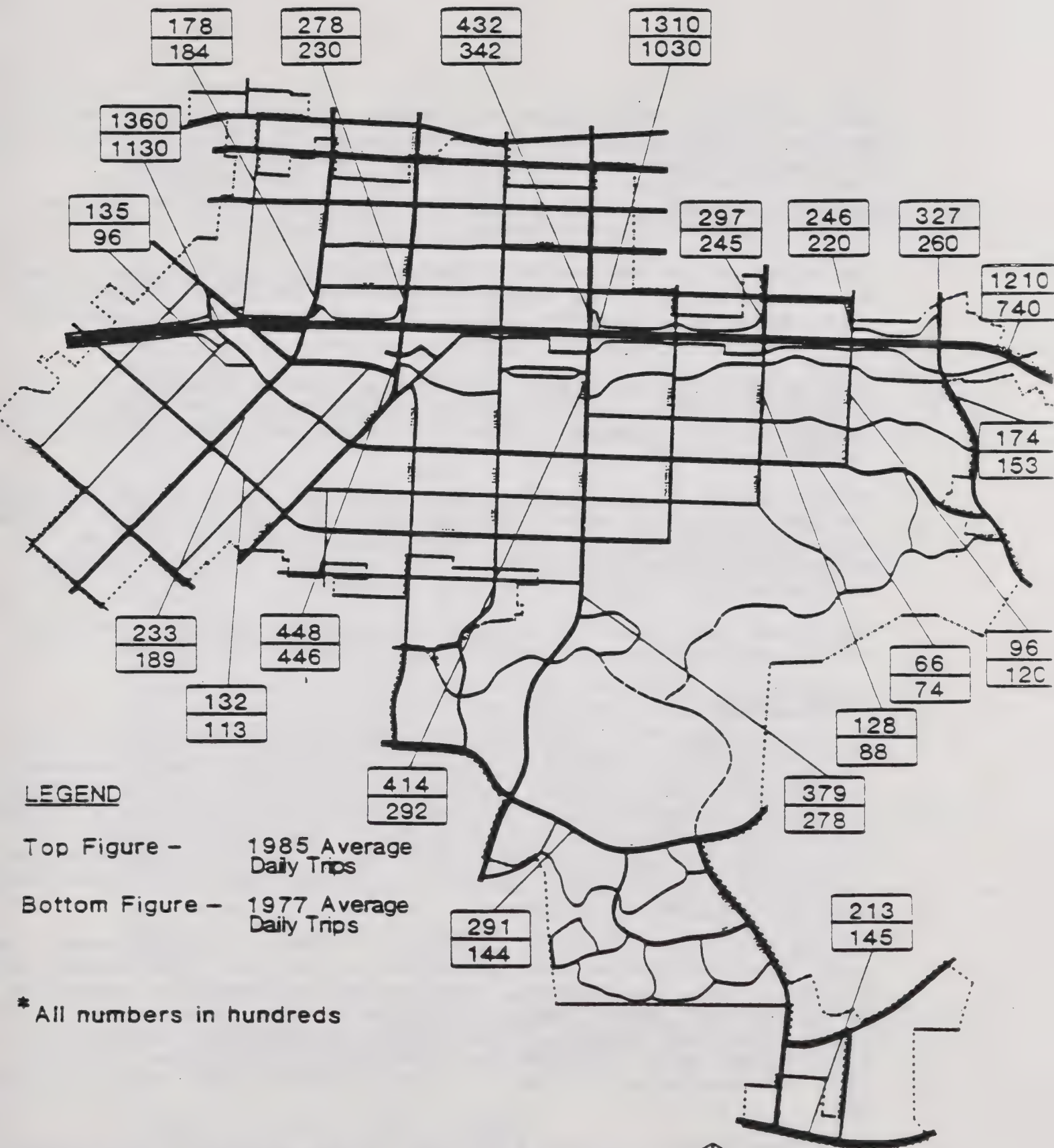
LEGEND

-  Freeway
-  Principal Arterial
-  Secondary Arterial
-  Collector
-  Proposed Collector

WEST COUNTY GENERAL PLAN  
**CIRCULATION PLAN**



PLANNING 



WEST CONTRA COSTA GENERAL PLAN

# TRAFFIC VOLUMES

During the last eight years several of the concerns of the 1977 Plan have been modified or eliminated. Approval of single-family residential development in the remaining 620 acres of vacant hillside area has eliminated Citrus Street as a major thoroughfare through the hills to Walnut and provided the easterly portion of Hillside Drive, a connecting link between Azusa Avenue and Grand Avenue.

The widening and extension of Workman Avenue from Citrus Street through to Pacific and Cameron Avenues is no longer a priority item, although improvement is still desirable in the congested commercial area west of Citrus.

East-west circulation does not present a major problem at present, however, close attention should be paid so that traffic volumes do not adversely affect existing land uses, especially in residential areas.

This problem could be compounded should the State of California implement its ramp metering program on the San Bernardino Freeway. Such a program might tend to keep traffic on local surface streets for short cross-town trips, at least during the hours that metering (signalization) is occurring.

The three most critical circulation problems are Azusa Avenue, the Central Business District, and hillside circulation.

#### Azusa Avenue

By far the most critical problem in traffic circulation is the "Azusa Corridor," and it is caused primarily by land development to the south, principally in the City of Industry. The greatest traffic problems are thus a result of north-south through trips, rather than those with an origin and/or destination within the City. The Huntington Beach Freeway would have accommodated much of this through traffic, however, it is not now likely that the freeway will be built.

In the vicinity of the San Bernardino Freeway, Azusa Avenue, the most heavily traveled surface street in the City, has an ADT of 40,000 in both directions. Azusa Avenue is currently operating at an accepted design service level with some exceptions in the vicinity of the freeway. The removal of on-street parking on north Azusa would increase the number of travel lanes to six, thus increasing north Azusa's carrying capacity to nearly 50,000 ADT.

With the deletion of the Huntington Beach Freeway and because of the regional nature of the traffic on Azusa Avenue, it would be reasonable for the City to request that the State of California designate south Azusa Avenue as a State Highway. This would give the State responsibility for the cost of maintenance and a portion of any future improvements. Because of the above,

coupled with the high level of use and the fact that north Azusa Avenue is already designated State Highway 39, the City seems justified in this request for a State takeover.

1. THE MAINTENANCE OF STREETS WITH REGIONAL SIGNIFICANCE SHOULD NOT BE BORNE SOLELY BY THE CITY.

#### Central Business District

The City should continue to monitor the Central Business District. The current street system can accommodate existing and projected traffic flows. The traffic volume on West Covina Parkway is currently 16,000 ADT, and on Cameron Avenue approximately 12,000. West Covina Parkway could handle from 25,000 to 30,000 ADT at an acceptable service level, while Cameron could accommodate 20,000 ADT.

The Central Business District area traffic growth has been significant, and the City should pay close attention to the traffic generating potential of the Atrium project and any other proposed development in this area to avoid any circulation problems.

#### Hillside Circulation

Routes through the hillsides represent another circulation problem and will require specific study, particularly on the westerly portion of Hillside Drive. The circulation system in the hillside areas should be designed to discourage through traffic and minimize the impact on existing and future development. Streets in this area should be limited to a maximum curb-to-curb width of 40 feet. Large front setbacks should be encouraged along hillside streets to provide a picturesque corridor through the San Jose Hills for the roadway users. Fairgrove Avenue east of Azusa Avenue to Nogales Street should be designated a rural scenic highway and developed to the appropriate standards suggested in the Environmental Quality Element.

2. MASTER PLANNED STREETS AND HIGHWAYS SHOULD BE UPGRADED TO PHYSICALLY ACCOMMODATE INCREASED TRAFFIC AND TO IMPROVE THE ENVIRONMENTAL QUALITY OF THE COMMUNITY BY BEAUTIFICATION OF THESE CORRIDORS.

#### ALTERNATE TRANSPORTATION MODES

As much a part of the Circulation Element as the movement of private automobiles and trucks is the movement of residents who have no cars or cannot drive; pedestrians, bicyclists and equestrians. Such alternate modes of travel should be facilitated and encouraged whenever possible, if only to remove one more automobile from the already heavily used streets and parking lots of the City.

## Public Transit

The most significant form of transportation other than trucks and private automobiles is public transit, which may consist of inter-urban, rapid transit buses, local fixed-route buses or "paratransit" flexible route vans as employed by "Dial-a-Ride." Only needed, responsive public transit should be developed.

## Carpools

The sharing of rides to and from common destinations can also significantly reduce the number of vehicles on the road.

## Sidewalks

Sidewalks are necessary to provide pedestrians a safe and convenient place to walk. People should not have to walk in heavily traveled streets to reach their destinations. Children on their way to school and elderly people, in particular, are put into a hazardous situation when having to walk around parked cars in the street because there may be no off-street pathway. In addition, large commercial areas should be provided with safe and attractive walkways separated from driveways and parking lots to provide convenient access between businesses, perhaps encouraging people not to drive from one to the other.

## Bikeways

Though not a widely used means of transportation by adults, the bicycle is still relied on by minors as their major mode of personal movement, for both school, employment and recreation. The City should continue to provide bike lanes in major streets wherever practicable, and bike paths in other areas, such as the Walnut Creek Flood control channel. Public buildings such as libraries should be provided with bike racks, and businesses frequented by bike riders should be encouraged to provide similar parking facilities.

## Hiking and Equestrian Trails

Hiking and horseback riding may seem to be more recreational in nature and might be better emphasized in the Environmental Quality Element. However, they do involve movement from one place to another in a manner other than by auto. The General Plan should indicate these trails and the City should cooperate with the County in providing them when they are of a regional nature.

3. IN ORDER TO HAVE AN INTEGRATED, SAFE AND CONVENIENT CIRCULATION SYSTEM, TRANSPORTATION MODES MUST BE DESIGNED WITH THE OVERALL GOAL OF IMPROVING ACCESS TO ALL POINTS WITHIN THE CITY.

## SOCIO-ECONOMIC IMPACT

The Circulation Element emphasizes the design and implementation of alternative transportation modes within the City. From a social perspective, such alternative transportation modes would provide the means for providing better access to all areas of the City, specifically to health care and other related social facilities, especially for those residents who cannot afford a high level of mobility.

With respect to economic considerations, the provision of alternative transportation modes will have an indirect impact on the City's employment base. Increased access necessarily implies an increased ability for lower income residents to obtain as well as maintain employment, thereby reducing the existing rate of unemployment. Such a policy will also reduce the City's potential costs of transportation-related services by decreasing traffic volumes and the resulting increase in traffic congestion.

In terms of maintenance of environmental quality, such a policy would also reduce reliance upon the private automobile and thereby reduce to some degree the resulting air pollutants and potential adverse impacts resulting from traffic noise.

The Circulation Element also emphasizes the upgrading and beautification of existing transportation corridors throughout the City. The environmental impacts of such a policy are obvious with respect to aesthetics and the usual enhancement of the community environment.

With respect to the social implications of such a policy, upgrading the capacity of the existing circulation system, in conjunction with the implementation of alternative transportation modes, will serve to increase the ease of mobility for the City's residents.

The Circulation Element stresses the importance of a balance between the need for effective and efficient transportation and the maintenance of a quality environment, especially within the hillside areas. Specifically, circulation systems throughout the hillsides will be designed in such a way as to comply with the proposed low density residential development proposed by the Land Use Plan. From a social perspective, such a policy is reflective of the current community preference for maintenance of the rural atmosphere.

Finally, the Circulation Element stresses the need to share maintenance costs for regionally significant rights-of-way with the State of California. Such a policy would have an obvious beneficial economic impact on the cost and quality of City services. Such a policy would be beneficial from a social and environmental perspective as well, in that the improved visual quality of such rights-of-way would be enhanced and maintenance would be guaranteed on an interjurisdictional basis.

## IMPLEMENTATION

1. Construction of a single, large transportation center within the City should be critically reviewed and developed only upon finding that such a facility would have many positive advantages to West Covina.
2. The feasibility of smaller, dispersed transportation centers should be studied.
3. The City should continue to operate the Dial-a-Ride system, and continue the study of improved bus service utilizing Proposition A assistance.
4. Any City public transit plan should also examine the improvement of airport connections, particularly as related to the hotel/commercial projects in the Central Business District.
5. The City should provide sidewalks on all major streets, on "safe routes to school" and wherever they are desired by the citizens of the City.
6. Standards for those arterials identified as scenic highways should be established and applied to those both existing and proposed.
7. The City should continuously monitor existing streets to assure their level of maintenance and efficient traffic carrying capacities.
8. Studies should be undertaken to examine the capability of increasing north-south traffic, particularly on Azusa Avenue with an emphasis towards eliminating any future need for a north-south freeway through the City.
9. The City should continue to urge the State of California to designate Azusa Avenue as a State Highway.

# NOISE ELEMENT

## ABSTRACT

The Noise Element contains four general goals and nine policies which are designed to protect all areas from noise infiltration and reduce the City's ambient noise level. West Covina intends to reduce noise where feasible in order to enhance the City's living environment.

## AUTHORITY AND SCOPE

Government Code Section 65302 (f) requires that all cities and counties shall include a noise element as part of the required General Plan. This requirement is intended to assure that cities and counties identify noise sources and provide baseline levels for local noise ordinance enforcement.

The Noise Element is divided into four policy sections:

1. Mobile Source Noise
2. Stationary Source Noise
3. Noise in the Living Environment
4. Noise Contour Map

These sections include discussions which pertain to noise generated by aircraft, automobiles and various stationary sources. In addition these sections also include discussions which pertain to the provision of acceptable noise levels for various land uses.

The scope of the element is limited to the City of West Covina and those portions of Los Angeles County that are in West Covina's sphere of influence. However, some noise generated outside West Covina affects West Covina and has also been addressed.

## INTRODUCTION

Noise is defined as unwanted sound. It is an undesirable by-product of transportation elements and commercial activities within the community. Annoyance caused by noise is more often experienced the most by those that benefit the least from its cause. A neighbor's home air conditioner or a passing motorcycle are but a few examples of this insidious disturbance to our urban environment.

The citizens of West Covina have become increasingly aware of the impact of noise on the quality and livability of their neighborhoods. The primary sources of noise affecting West Covina stem from various modes of transportation. Because the City is divided by the San Bernardino Freeway and various north-south and east-west arterial streets, most areas of the City are affected by traffic noise.

Whether a sound is a noise or not will vary with the sound's source, loudness and shrillness or degree of vibration, the time of day, the situation and the listener. The same truck driving in the same gear at the same speed will seem much more annoying in a quiet residential area at night than it will in a busy industrial area during the day, and what music is to one may be noise to another, or vice-versa. The difference in our reactions is explained by preceived noisiness, or the unwantedness of a sound. Being a subjective value, the perceived noisiness of a particular sound can only be measured by a survey of individual responses, and these responses will always vary from one community to another. An unwanted sound may be extremely irritating though it is not unreasonably loud. Recent studies have documented more serious effects of noise than annoyance, among them physical and psychological stresses such as:

1. General hearing loss or damage.
2. Impaired hearing for speech communication.
3. Interference with one's ability to understand oral communication.
4. Sleep interference.
5. Nervousness.

As a matter of public health then, as much as community preference, noise pollution must be controlled. The latest findings of physical emotional effects have mobilized many state and county health departments to strongly recommend a clampdown on noise levels. The areas most vulnerable to the harmful effects of sounds seem to be residential communities, particularly at night, but all human activities can be adversely affected by noise.

### GOALS

The purpose of the Noise Element is to accomplish the following general goals through policies and implementation measures:

IT IS THE GOAL OF THE CITY OF WEST COVINA TO...

ENSURE THAT ALL AREAS OF THE CITY ARE FREE FROM EXCESSIVE NOISE AND THAT APPROPRIATE MAXIMUM LEVELS BE ADOPTED FOR RESIDENTIAL, COMMERCIAL AND INDUSTRIAL AREAS.

REDUCE NEW NOISE SOURCES TO THE MAXIMUM EXTENT POSSIBLE.

REDUCE, TO THE MAXIMUM EXTENT POSSIBLE, THE IMPACT OF NOISE WITHIN THE CITY.

ENSURE THAT LAND USES ARE COMPATIBLE WITH THE RELATED NOISE CHARACTERISTICS OF THOSE USES.

## GENERAL POLICIES

The measurement of sound is accomplished using a standard unit of measurement called the decibel (dB). Sound level meters have been developed which can measure noise levels in terms of decibels. The typical sound level meter contains at least three different weighting networks A, B, or C which emphasize or de-emphasize sounds in selected frequency ranges. The A-weighted sound level is the most commonly used, primarily because it corresponds most closely to the auditory sensitivity of the human ear. Abbreviated dB(A), the A-scale will be used throughout this Noise Element for West Covina.

The A-weighted sound pressure levels of a few typical sources of noise are listed in Exhibit "IV/2-A". In addition to indicating the relative noise level of sources, this list provides a comparison of their relative loudness.

The League of California Cities recommends that the community ambient noise level of all background sounds should not exceed the values indicated in Exhibit "IV/2-B". It should be the goal of the City of West Covina to at least maintain ambient noise levels considered "quiet" to most reasonable people as indicated in this exhibit.

It is recognized that a given level of noise may be more or less tolerable depending on the duration of exposure experienced by an individual. There are numerous measures of noise exposure which consider not only the A-level of variation of noise, but also include the duration of the disturbance. The State Department of Aeronautics has adopted the Community Noise Equivalent Level (CNEL). This measure considers a weighted average noise level for the evening hours from 7:00 a.m. to 10:00 p.m., increased by 5 dB, and the late evening and morning hour noise levels from 10:00 p.m. to 7:00 a.m., increased by 10 dB. The daytime noise levels are combined with these weighted levels and averaged to obtain a CNEL value.

The California Standard (CNEL) will be used in this study to evaluate the impact of noise exposures. A comparative description of outdoor CNEL values is provided in Exhibit "IV/2-C". Exhibit "IV/2-D" provides an interpretation of the U.S. Department of Housing and Urban Development (HUD) Noise Standard in terms of the CNEL measures of noise exposure. Recently, a state agency has applied the CNEL measures to the evaluation of noise impact near highways and railways.

## MOBILE SOURCE NOISE

Mobile source noise in West Covina generally falls into two categories: aircraft noise and motor vehicle noise.

# A-WEIGHTED SOUND PRESSURE LEVELS

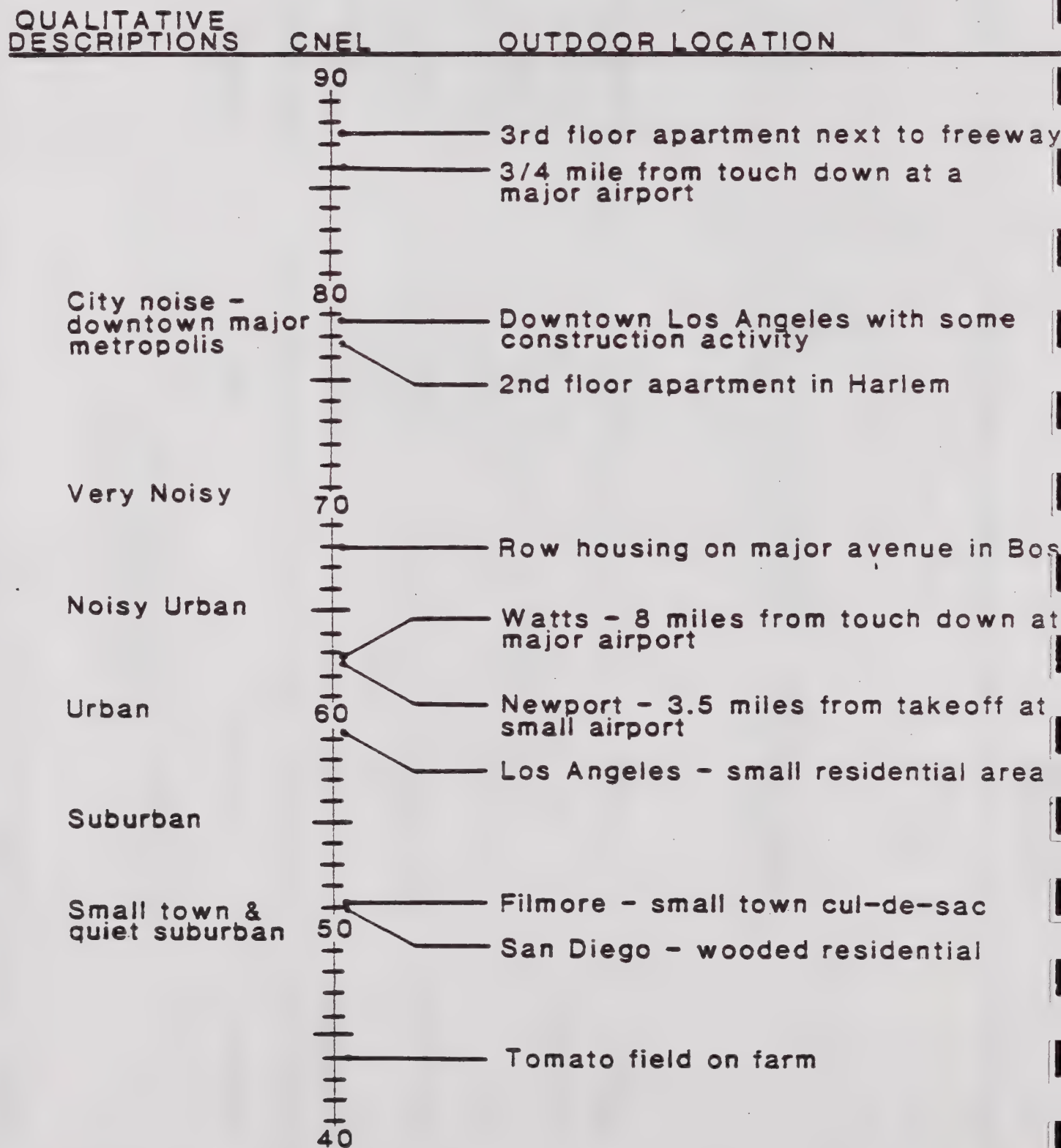
DECIBEL RATINGS dB(A)	OVERALL	OUTDOOR NOISE SOURCES	LOUDNESS
130		Jet aircraft take-off with after-burner	32 times as loud
120	Uncomfortable	Turbo-prop aircraft at take-off Jet fly-over at 1,000 feet	16 times as loud
100	Very Loud	Diesel truck at 40 MPH at 25 feet Power mower, leaf blower Motorcycle at 25 feet	8 times as loud
90		Gasoline powered trucks at 25 feet Car wash at 20 feet	4 times as loud
80		Propeller plane fly-over at 1,000 feet	2 times as loud
	Moderately Loud	Automobile at 65 MPH at 25 feet High urban ambient sound	REFERENCE NOISE
60		Air conditioning unit at 100 feet	1/2 as loud
50	Quiet	Large transformers at 100 feet	1/4 as loud
40		Bird calls, lower limit	1/8 as loud
10	Just audible		

## AMBIENT NOISE LEVELS

<u>ZONE</u>	<u>TIME</u>	<u>QUIET</u>	<u>SLIGHTLY NOISY</u>
Residential	10 p.m. - 7 a.m.	45 dB(A)	50 dB(A)
	7 p.m. - 10 p.m.	50 dB(A)	55 dB(A)
	7 a.m. - 7 p.m.	55 dB(A)	60 dB(A)
Multi-Family	10 p.m. - 7 a.m.	50 dB(A)	55 d(A)
	7 a.m. - 10 p.m.	55 dB(A)	60 dB(A)
Commercial	10 p.m. - 7 a.m.	55 dB(A)	60 dB(A)
	7 a.m. - 10 p.m.	60 dB(A)	65 dB(A)
Industrial	Anytime	70 dB(A)	70 dB(A)

Source: League of California Cities, Quiet City Report

# OUTDOOR COMMUNITY NOISE EQUIVALENT LEVELS



Source: U.S. Environmental Protection Agency,  
Reference 7

# CRITERIA FOR LAND USE SUITABILITY

<u>Residential Land*</u> <u>Use Suitability</u>	<u>General Description</u>	<u>HUD Description</u> <u>of Exposure*</u>	<u>Corresponding</u> <u>CNEL Range</u>
Acceptable	The noise exposure is such that the activities associated with the land use may be carried out with essentially no interference.	Does not exceed (45 dB(A) more than 30 minutes per twenty-four (24) hour period.	45 or Less
Normally Acceptable	The noise exposure is great enough to be of some concern, but common building construction will make the indoor environment acceptable even for sleeping spaces.	Does not exceed 65 dB(A) more than eight (8) hours per twenty-four (24) hour period.	46 to 65
Normally Unacceptable	The noise exposure is significantly more severe so that unusual and costly building construction is necessary to insure adequate performance of activities.	Exceeds 65 dB(A) eight (8) hours per twenty-four (24) hour period. Loud repetitive sounds on site.	66 to 75
Clearly Unacceptable	The noise exposure is so severe that construction costs to make the indoor environment acceptable for performance of activities would be prohibitive.	Exceeds 80 dB(A) sixty (60) minutes per twenty-four (24) hour period.  Exceeds 75 dB(A) eight (8) hours per twenty-four (24) hour period.	76 or greater

### Aircraft Noise

West Covina is affected by aircraft noise from several sources; small aircraft flights over West Covina are quite common, especially near the San Bernardino Freeway and near the eastern edge of the City. Brackett Field in La Verne is the closest airport and only impacts residents lightly, however, future growth of this airport may increase noise. In order to reduce potential noise, flight patterns and altitude restrictions should be strictly enforced.

Another significant, albeit intermittent source of noise within the West Covina planning area is helicopter operations. The most prevalent source of these operations is Queen of the Valley Hospital. Other sources include Los Angeles County Sheriff patrol helicopters operating near and sometimes within West Covina, and private helicopters.

Noise produced by helicopters is, in many cases, more intense and annoying than noise produced by other aircraft types because helicopters perform maneuvers not commonly used in commercial flights, such as rapid climbs, surveillance dives, tight circular flight patterns, hovering at low altitudes, etc., that tend to require more power and produce more noise. Unfortunately, a large portion of these operations occurs at night in or near residential areas. While many of the current helicopter operations are essential, flight patterns and altitude should be reviewed where possible to minimize impacts to residential areas especially during nighttime hours.

### Motor Vehicle Noise

The predominant source of noise in West Covina is motor vehicles, in the form of trucks, buses, automobiles and motorcycles. Noise generated along the San Bernardino Freeway and various streets and thoroughfares adds to the ambient level of noise and to the annoyance level of city residents.

In general, the control of noise is most effectively accomplished by reducing noise emission from the source. However, the abatement of motor vehicle noise is beyond the power of the City of West Covina. It is the function of the State and Federal governments to regulate motor vehicle noise sources.

Although the City of West Covina is limited in its power to regulate motor vehicle noise, it can encourage or require a variety of methods which reduce noise impacts through noise reflection or absorption devices. Earth berms, dense plantings, walls, setbacks and other attenuating devices have been found to be successful in reducing the levels of unwanted sound. It is also important to screen unwanted noise visually to alleviate more successfully the impact of noise on the receiver. This may be accomplished by various screening methods.

1. THE CITY SHOULD ENCOURAGE THE ENFORCEMENT OF REGULATIONS SUCH AS STATE VEHICLE CODE NOISE STANDARDS FOR AUTOMOBILES, TRUCKS AND MOTORCYCLES OPERATING WITHIN THE CITY, AS WELL AS ANY CONTRACTUAL AGREEMENTS PERTAINING TO NOISE.
2. THE CITY SHOULD REQUIRE THAT ALL ITS DEPARTMENTS CONSIDER STRICT NOISE CONTROL REQUIREMENTS FOR ALL NEW EQUIPMENT PURCHASES.

#### STATIONARY SOURCE NOISE

The City of West Covina has the responsibility of regulating and controlling the noise generated from stationary sources and their physical relationship to noise receivers. Stationary source noise includes such items as noise generated by mechanical equipment, manufacturing operations and power tools.

Stationary sources of noise which produce conscious disturbance or disturb sleep should be buffered from adjacent uses. Environmental assessments and, where appropriate, environmental impact reports should address proposed noise impacts from new development as well as potential impacts on new development from surrounding uses.

3. THE CITY SHOULD DEVELOP A POLICY OF NOISE ABATEMENT AND CONTROL OF THE COMMERCIAL/INDUSTRIAL ACTIVITIES WITHIN THE CITY SUCH THAT INTRUSIVE NOISE IS LIMITED TO ACCEPTABLE STANDARDS.
4. THE CITY SHOULD ENCOURAGE ITS AGENCIES AND EMPLOYERS TO OBSERVE THE STATE AND FEDERAL OCCUPATIONAL HEALTH AND SAFETY NOISE STANDARDS.

#### NOISE IN THE LIVING ENVIRONMENT

Residential neighborhoods and sensitive land uses, such as hospitals and schools, require a quiet environment. Noise which is generated in or filters into residential areas can bring about problems such as irritability, fatigue, insomnia, tension and distraction. Noise may also cause neighborhood deterioration, as residents who must live in noisy environments tend to spend as much time away as possible.

One way of controlling noise disturbance in the living environment is by limiting noise levels to an acceptable level. This can be accomplished by setting maximum noise level standards, establishing standards for acoustic insulation in noise impacted areas and restricting residential development in unacceptably noisy areas.

On the other hand, many noise sources within neighborhoods, which falling below maximum noise levels, can be more annoying and distracting than other loud noise sources. These sounds may include air conditioning units and other mechanical equipment that are usually located along side yards, affecting the adjacent property. Such noise generators should be located where they do not affect adjacent or surrounding properties. Noises such as loud music or loud voices are distracting but do not usually exceed allowable noise levels. The City is limited in its power to regulate such noise, but voluntary compliance is encouraged.

5. THE CITY SHOULD REQUIRE THAT ALL NEW RESIDENTIAL BUILDINGS OR STRUCTURES MEET THE REQUIREMENTS OF CALIFORNIA'S NOISE INSULATION STANDARDS AS ARE NOW REQUIRED OF NEW MULTIPLE-FAMILY DEVELOPMENTS.
6. FUTURE PROJECTS WITHIN THE CITY SHOULD REFLECT A CONSCIOUSNESS ON THE PART OF THE CITY REGARDING THE ATTENUATION OF UNNECESSARY NOISE NEAR SENSITIVE AREAS SUCH AS PARKS, HOSPITALS AND RESIDENTIAL NEIGHBORHOODS.
7. THE CITY SHOULD MINIMIZE, ELIMINATE OR CONSIDER THE PROHIBITION OF NEW RESIDENTIAL DEVELOPMENTS WITHIN THE "NOISE IMPACT ZONE" DETERMINED AS 65 CNEL OR GREATER ON THE 1985 NOISE CONTOUR MAP.
8. THE CITY'S EXISTING NOISE ORDINANCE SHOULD BE REVIEWED AND EXPANDED TO REFLECT CHANGES IN PUBLIC CONSCIOUSNESS CONCERNING NOISE.
9. THE CITY SHOULD IMPLEMENT A REVIEW PROCESS CONCERNING ITS POLICY AND REGULATIONS AFFECTING NOISE.

#### NOISE CONTOUR MAP

The contours of equal CNEL values, Exhibit "IV/2-E", provide noise exposures for the projected 1985 environment within the City. Increases in CNEL values over the eleven year period from 1975 to 1985, due to the traffic generated noise, will be minimum in the northernmost portion of the City and more significant in the southernmost portion. This increase in the southern portion will approximately correspond to the anticipated increase in development and population.



## IMPLEMENTATION

1. The City will be significantly affected by noise by 1985 as shown on the Noise Contour Map. Some of the more affected areas include:
  - a. The San Bernardino Freeway corridor
  - b. Azusa Avenue corridor
  - c. The Amar Road-Nogales Street corridor through Woodside Village.

Additionally, portions of the other corridor areas along many of the City's major arterials may be negatively affected as well.

Effective noise mitigating tools include the use of earthen berms, judicious landscaping, sound attenuating walls and generous setbacks from roadways for future residential development.

For developing areas along Azusa Avenue, Amar Road and Nogales Street in the Woodside Village area, a combination of planting buffers and setbacks should help to mitigate the area's traffic noise.

2. The City should maintain liaison with transportation agencies such as Cal-Trans regarding the reduction in noise from existing facilities. Control of noise through the design and location of new facilities should also be included.
3. Revision of the other elements of the General Plan should be conducted to give recognition to noise levels and land use relationships. For example, the Circulation Element should consider, wherever possible, the diversion of through traffic from residential areas. The buffering of noise sensitive areas from generating land uses must also be considered.
4. Noise monitoring within the City should be an "on-going" process. This duty should be delegated to the appropriate departments. Additionally, liaison should be developed between this monitoring body and the County Health Department in order to prepare standards and ordinances and for assistance in on-site measurements of noise levels.
5. The City shall adopt the suggested ambient noise levels suggested in this element in Exhibit "IV/2-B" as part of its Noise Ordinance No. 1251. Additionally, these ambient noise levels should be keyed to the City's existing land use zoning designations. Additionally, the City should investigate the adoption of a more encompassing model noise ordinance as future needs warrant.

6. Review of ongoing policies and ordinances should be developed every five years or as new technological developments warrant.
7. Various City departments may be involved in the procurement of noise producing equipment such as tractors, bulldozers and helicopters. These types of operating equipment should be purchased with the necessary noise abating equipment installed.
8. The first portion of the standards concerning acceptable interior and exterior noise exposures for multi-family development was adopted by the State. These are now mandated requirements. Since the second part of these requirements, which concerns single-family structures, became effective August 22, 1975, the City should consider this additional aspect for all pending single-family residential projects.
9. For residential areas within the City, the existing municipal code does not regulate intrusive noise. The regulation of external noise emanating from both commercial uses and industrial uses is regulated by the City's municipal code. In these latter two cases, however, acceptable dB(A) ranges have not been designated for these zones and are, therefore, recommended.
10. Close attention should be paid in the future to noise evaluation in environmental impact reports. The existing and future traffic noise contours developed as a part of this element are indicative of problem noise areas, but should not be considered adequate for specific site evaluation. Environmental impact reports with satisfactory noise assessment have the additional value of helping to monitor local noise conditions, and the new noise-mitigating measures they suggest may widen the possibilities for noise control. Some of the environmental impact issues should include:
  - a. Social - Excessive noise is socially disruptive and may be physically and psychologically damaging.
  - b. Economic - Excessive noise adversely affects property values and levels of productivity. In the past the costs of excessive noise from transportation facilities have been passed on to those in the vicinity, rather than being borne by the producer of the noise.

# DESIGN ELEMENT

## ABSTRACT

The Design Element contains four general goals and seventeen policies which are designed to promote a positive City image and maintain an aesthetically pleasing environment.

## AUTHORITY

The Design Element is an optional element of the General Plan that contains the City's goals, policies and implementation measures with respect to design and the development of a positive City image and identity. California Government Code Section 65303 authorizes cities to adopt any element, in addition to the required elements, that relates to the physical development of the City. This element is divided into three policy sections:

1. City image and form
2. Physical features and components
3. Aesthetics and the quality of life

The scope of the element is limited primarily to the City of West Covina and those portions of Los Angeles County which are in West Covina's sphere of influence.

## INTRODUCTION

Perceptions of a city's image and identity are based largely upon the arrangement, appearance, and interaction between the physical components of the city. A positive city image fosters pride in the community and provides a foundation for the development of an economically viable city and an aesthetically pleasing environment. The Design Element of the General Plan focuses upon the physical form, function, and aesthetics of the community to ensure the development of a comprehensible and orderly, yet diverse and visually dynamic, community while preserving the positive qualities of the existing urban fabric that represents West Covina as it is today.

## GOALS

The purpose of the Design Element is to establish a policy base for attaining the following goals through stated policies and implementation measures contained within.

It is the goal of the City of West Covina to...

PROMOTE THE CITY OF WEST COVINA AS THE HEADQUARTERS CITY OF THE EAST SAN GABRIEL VALLEY.

PRESERVE AND ENHANCE THE IMAGE OF WEST COVINA AS THE CITY OF BEAUTIFUL HOMES.

MAINTAIN HARMONY AND BALANCE, AND ENHANCE THE AESTHETIC, VISUAL, AND FUNCTIONAL QUALITY OF THE NATURAL AND BUILT ENVIRONMENT.

UPHOLD THE LIVABILITY AND QUALITY OF LIFE OF THE CITY AND MAINTAIN AN AESTHETICALLY PLEASING ENVIRONMENT FOR THOSE WHO LIVE, WORK, AND VISIT THE CITY.

## GENERAL POLICIES

### CITY IMAGE AND FORM

The image of a city is formed over a period of time through perceptions of those who live, work, experience, or pass through the city. A sense of place and the development of local identity and community may be developed and fostered through the balanced composition and design of the physical components of the city.

### History and City Identity

The City of West Covina began as an agriculture-based, rural community in the early 1900's, comprised of Citrus and Walnut Groves, scattered residential development, churches and a handful of small business establishments. In 1923, the town's 500 residents incorporated to prevent the City of Covina from establishing a sewage plant in the area. During the period after World War II, residential development in the area escalated rapidly. In an attempt to establish a community respected for its high quality residential development and to distinguish itself from neighboring cities, the City of West Covina proudly adopted the motto, "The City of Beautiful Homes." Today West Covina remains predominantly a residential community that offers a variety of housing types that range from basic post-World War II housing units to luxurious hillside developments.

With the construction of the San Bernardino Freeway (I-10) and the City's strategic location in the East San Gabriel Valley, the City of West Covina became a prime location for development as a secondary urban center. Thus, West Covina emerged as a node for regional offices and businesses and proudly adopted the designation of "Headquarters City of the East San Gabriel Valley" and incorporated it as a part of the City Seal. Today the City of West Covina is a hub of commercial and office development which houses a number of State and County offices that serve the cities of the East San Gabriel Valley.

## City Form

The original 1923 incorporation of the City consisted of a rectangular area of approximately 4,195 acres (6.55 square miles) centered along the area where the San Bernardino Freeway presently exists. In 1926, the city boundary was extended to encompass a northwesterly section of the City where most of the City's industrial zoned land is presently concentrated. During the 1930's, the City expanded in an easterly direction along the San Bernardino Freeway. Growth during the 1940's - 50's occurred in an easterly and southerly direction and by the 1960's proceeded south along Azusa Avenue incorporating areas known today as the BKK Landfill and Woodside Village. Expansion proceeded in a southeasterly direction to Valley Boulevard. During the 1970's, much of the present hillside residential areas were incorporated into the city limits. Presently, the City encompasses approximately 17 square miles. Future annexations are limited to small unincorporated county islands that surround West Covina mainly along it's southwest boundary.

As urban development sprawled eastward from downtown Los Angeles, it became harder for cities to maintain an identity and characteristic image that would visually distinguish a city from any other adjacent City. West Covina, like many other cities in southern California, lacks distinct physical elements that clearly define the boundaries of the city.

1. STRENGTHEN THE VISUAL IDENTITY OF THE CITY THROUGH DESIGN AND THE USE OF PHYSICAL DESIGN ELEMENTS TO DISTINGUISH WEST COVINA FROM SURROUNDING AREAS.
  - a. Create identifiable edges, entry points and landmark areas.
  - b. Define gateways or entry points along arterials, where appropriate, by developing a coordinated program of signage, landscaping and the design of entry elements.
  - c. Implement the policies and development standards of the Westside Area Plan to create a "Westerly Gateway to West Covina."

## The Landscape and Open Space

The City of West Covina, nestled within the San Gabriel Valley, is afforded a spectacular view of the San Gabriel mountains to the north. The San Jose Hills gently define a portion of the City's southeasterly boundary and provides a backdrop for residential development in the East Hills section of the City. Unfortunately, the remaining boundaries of the City are not clearly defined by the existence of natural features.

2. PRESERVE THE SCENIC BACKDROP OF THE SAN GABRIEL MOUNTAINS AND THE HILLSIDE AREAS.
  - a. Utilize the development standards of the Hillside Overlay Zone to regulate development of the hillside areas.
3. IDENTIFY AND PRESERVE VIEWS, VISTAS, AND SCENIC CORRIDORS.
  - a. Identify existing views and scenic corridors of city-wide value.
  - b. Encourage site design that is sensitive to the preservation of views and vistas.
  - c. Prevent the obstruction of vistas and scenic corridors through design review and zoning.
4. MAXIMIZE THE QUALITY AND USE OF OPEN SPACE AREAS IN AND BETWEEN DEVELOPMENTS.
  - a. Maintain the aesthetic quality of City parks and parkways.
  - b. Develop a network of open space through the design and integration of City parks, landscaped parkways, and open space land.

#### PHYSICAL FEATURES AND COMPONENTS

##### Gateways and Trafficways

Gateways are physical elements or transition points that define boundaries and create a sense of entry or arrival. West Covina, known as the Headquarters City of the East San Gabriel Valley, serves as a transition point from the Pomona Valley to the San Gabriel Valley and functions as a gateway to the East San Gabriel Valley region when traveling along the San Bernardino Freeway.

Streets and thoroughfares provide the basic framework of the City and display the "face" of the City that is most commonly seen and recognized by those who pass through. The freeway corridor, which bisects the City, provides a "window" through which passers-by view and form their perceptions of West Covina.

Recognizing the role of the freeway corridor in the formation of a city image, a study entitled Development Feasibility Study and Design Guidelines for the Gateway Corridor was completed for the San Bernardino Freeway corridor in the City of West Covina. This document contains an analysis of the development potential of the area defined as the freeway corridor, establishes land use and

design goals for the area, and presents design guidelines for all development within the freeway corridor. Although the document is comprehensive in scope and contains guidelines and standards at a level of specificity and detail for effective implementation, the document was never formally adopted by the City Council and is therefore rendered merely advisory.

5. UTILIZE THE "IMAGE CREATING" OPPORTUNITIES PROVIDED WITHIN THE FREEWAY CORRIDOR.

- a. Consider adoption of the design guideline portion of the Development Feasibility Study and Design Guidelines for the Gateway Corridor.
- b. Utilize the development standards of the Freeway Overlay Zone to regulate development along the San Bernardino Freeway.

Another major trafficway is the Azusa Avenue corridor which provides a major north-south link through the City from the San Bernardino Freeway to the Pomona Freeway. Azusa Avenue is the most heavily traveled surface street in the City, and accommodates a very large proportion of through traffic. The corridor is developed with a mix of residential development and smaller, community-oriented shopping centers. Despite the large volume of traffic generated along the entire length of Azusa Avenue within the city limits, only the North Azusa Avenue portion is designated as a State Highway.

In 1956, the State of California Department of Public Works included plans for the Huntington Beach Freeway in the Master Plan of Streets to provide an access route from the City of Huntington Beach to the Foothill Freeway. Although the precise alignment was never determined, the freeway was planned for alignment in the vicinity of the Azusa Avenue corridor. The freeway alignment was depicted in the West Covina General Plan Land Use map of 1968, however, it is not likely that this freeway will be built in the future. Therefore, it has since been deleted from subsequent City land use maps. Nevertheless, the lack of a north-south access remains an issue that affects cities in this region.

6. MAINTAIN A SYSTEM OF STREETS AND PARKWAYS IN AN ATTRACTIVE, FUNCTIONAL, AND EFFICIENT MANNER THAT WILL UNIFY INDIVIDUAL COMPONENTS OF THE CITY.

- a. Establish landscaping themes for specific areas throughout the City.

## Activity Nodes and Landmarks

Activity nodes are focal points within the City consisting of a concentration of uses and activities. Major nodes provide points of orientation for activities and may also function as geographical reference points. Landmarks are defined physical elements that are typically visible from a distance and play a vital role in the identification of a place. The General Plan defines two major commercial core areas, Eastland and the Central Business District, which function as major activity nodes within the City.

Eastland Commercial Core - With physical landmarks such as the Eastland Mall and Eastland Towers, the Eastland commercial core is equipped with highly visible elements that plan an integral role in the development and expansion of a viable commercial-office activity node.

Central Business District - The Central Business District is accentuated by the prominence of larger scaled buildings (Home Savings and The Plaza at West Covina) and by the presence of a number of City and County offices (City Hall and County Courts). The Lakes project, represents one of the last few large commercial projects remaining in the City, and will surely become another major City landmark due to its scale, visibility from the freeway, and distinct architectural style.

Because of the limited availability of vacant land in the City, intensification and rehabilitation of development within major activity nodes provide development opportunities for the future. The Redevelopment Agency will continue to play a central role in the initiation of projects within the Eastland, Auto Plaza, and Central Business District Redevelopment Project areas.

7. PROMOTE THE DEVELOPMENT OF HIGH PROFILE, IDENTIFIABLE COMMERCIAL ACTIVITY NODES WITHIN THE EASTLAND AND CENTRAL BUSINESS DISTRICT AND THE AUTO PLAZA.
  - a. Encourage the rehabilitation and intensification of development within major commercial activity nodes.
  - b. Adopt the Central Business District Streetscape Plan to create a definable downtown, encourage quality development and create a "pedestrian-friendly" environment.

BKK Landfill - Although the 583-acre BKK Landfill, another City landmark, may not have been considered a positive feature of the City in the past, it holds great development potential in the future, due to the size and unique setting of the site. Presently,

plans are being reviewed in-house for a 233.9 acre mixed use, business park development. The proposed San Gabriel Valley Corporate Center Specific Plan advocates a campus atmosphere that would be compatible with the neighboring Woodside Village Master Plan Area, while maintaining an identifiable corporate-style within the development.

8. PROMOTE THE TRANSITION OF THE BKK LANDFILL TO A MAJOR COMMERCIAL ACTIVITY NODE.

- a. Adopt a specific plan for the development of the BKK site.

Residential Development - Residential development, which comprises approximately 51% of the development within the City limits, ranges from small post-World War II dwelling units to large custom designed homes on the hillsides. To instill a sense of community and pride in every neighborhood is of utmost importance in the overall maintenance of a desirable residential community.

9. PRESERVE THE INTEGRITY AND VISUAL QUALITY OF RESIDENTIAL NEIGHBORHOODS.

- a. Develop landscaping and architectural theme elements for specific areas to enhance neighborhood identity.
- b. Implement the Mansionization Ordinance that contains development standards to protect the established character of residential neighborhoods.

### Architecture and the Built Environment

In establishing the goals and policies of the Design Element, we must focus upon the opportunities available to create a positive city image through the design of the physical components of the built environment. Presently the City is comprised of a mix of architectural styles that range from the older bungalow and ranch style residences, to the Spanish and Mediterranean style of architecture, to the contemporary designs of the newer high-rise office buildings and the buildings in the Auto Plaza. Unfortunately, only a few historical architectural relics, not reminiscent of any singular architectural theme or style, remain scattered throughout West Covina today.

10. ENCOURAGE DESIGN THAT REINFORCES CITY IMAGE AND IDENTITY AND REFLECTS COMMUNITY AND HISTORIC VALUES.

- a. Prepare design guidelines for all types of development within the City.

- b. Implement the tree preservation ordinance to regulate the removal of existing trees and foliage that are determined to be of significance to the City.
  - c. Promote, in conjunction with the Chamber of Commerce, a program of recognizing historically significant sites and structures throughout the City.
  - d. Encourage the restoration and reuse of historic buildings.
  - e. Consider preparation of a Historic Preservation Element of the General Plan.
11. PROMOTE THE DEVELOPMENT OF ECONOMICALLY VIABLE AND ATTRACTIVE COMMERCIAL DISTRICTS.
- a. Encourage the use of architectural theme elements to convey an overall theme or character for specific commercial areas.
  - b. Encourage the design of "people spaces" within and throughout commercial areas.
12. PROMOTE INFILL DEVELOPMENT THAT IS COMPATIBLE WITH SURROUNDING DEVELOPMENT.
- a. Encourage infill development that is designed to interact with surrounding development.
  - b. Building heights, massing, placement, architectural style, and color should complement surrounding structures.
13. PROVIDE ATTRACTIVE, INVITING, AND SAFE PEDESTRIAN ENVIRONMENTS.
- a. Incorporate human-scaled elements throughout the streetscape.
  - b. Develop programs of coordinated street furniture to encourage interaction and enhance the appearance of "people spaces" and streetscapes.
  - c. Encourage the development of pedestrian linkages within and between commercial areas.

## AESTHETICS AND THE QUALITY OF LIFE

Although the appearance of the physical environment plays an integral role in one's perception of a place, the effects of the environment on those who live and function within the City must not be overlooked. A sense of place, pride, and community identity can also be fostered through the implementation of community design goals and policies. We must strive for harmony and coherence among individual elements, without promoting uniformity and stifling creativity.

14. PROMOTE THE DEVELOPMENT OF FACILITIES THAT FUNCTION TO ENCOURAGE INTERACTION WITHIN NEIGHBORHOODS.
  - a. Utilize park sites for organized community activities.
  - b. Maintain and update specific plans for all parks throughout the City.
15. PROVIDE A SYSTEM OF VISUAL AND SPATIAL LINKAGES THROUGHOUT THE CITY AND WITHIN SPECIFIC DEVELOPMENTS.
  - a. Develop independent sign programs for shopping centers and planned developments throughout the City.
  - b. Develop a program to coordinate the landscaping of parkways and the design of street furniture for specified areas.
  - c. Promote the development of bike paths, horse trails, and pedestrian walks as linkages between parks to develop a network of useable open space throughout the City.
  - d. Encourage the design and display of public art in parks, parkways, and Civic Center District and within private development.
  - e. Utilize banners in the public right-of-way to promote a stronger sense of community by informing the public of civic and cultural events.
16. CREATE DISTINCT, IDENTIFIABLE RESIDENTIAL NEIGHBORHOODS TO FOSTER NEIGHBORHOOD PRIDE AND A SENSE OF PLACE.
  - a. Establish area-specific design goals for residential neighborhoods.

17. MAINTAIN THE CONDITION AND APPEARANCE OF COMMERCIAL AND RESIDENTIAL DEVELOPMENT.
- a. Actively enforce the standards of the Property and Landscape Maintenance Ordinance.
  - b. Encourage the use of Home Improvement Loans offered by the City.
  - c. Continue the upgrade and development of major commercial activity nodes through the activities of the Redevelopment Agency.

## **APPENDIX**

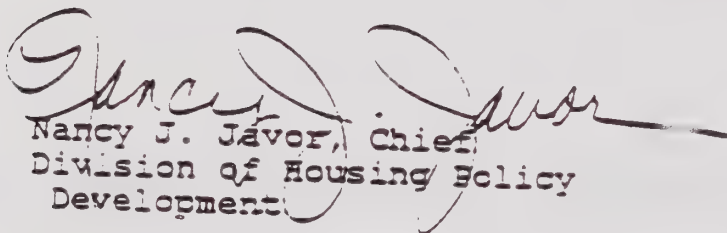
HOUSING ELEMENT  
APPENDICES

<u>APPENDIX</u>	<u>DESCRIPTION</u>
A	Letter from the Department of Housing and Community Development
B	Housing Assistance Program 1988-1991
C	SCAG Regional Housing Needs Assessment

Mr. Herman Fast  
Page Two

If you have any questions about our comments, or if we can be of assistance, please feel free to contact William Andrews of our staff at (916) 323-7271.

Sincerely,

  
Nancy J. Javor, Chief  
Division of Housing Policy  
Development

NJJ:BA:bt

cc: Patricia Haley, Director of Planning, City of West Covina  
Elizabeth Virata, Senior Planner, City of West Covina  
Carlyle W. Hall, Hall & Phillips Law Firm  
Jonathan Lehrer-Grauer, Attorney at Law  
Western Center on Law & Poverty  
Fair Housing Council of the San Fernando Valley  
Mark Johnson, Legal Aid Foundation of Los Angeles  
Ana Marie Whitaker, California State University Pomona  
Dennis Rockway, Legal Aid Foundation of Long Beach  
Joe Carreras, Southern California Association of Governments  
Kathleen Mikkelsen, Deputy Attorney General  
Bob Cervantes, Governor's Office of Planning and Research  
Richard Lyon, California Building Industry Association  
Kerry Harrington Morrison, California Association of Realtors  
Marc Brown, California Rural Legal Assistance Foundation  
Christine D. Reed, Orange County Building Industry Association

HOUSING ASSISTANCE PLAN

GRANT NUMBER  
B - 8 - 9 - 1 - 0 - 0 - 5 - 0 - 5 - 0

HUD APPROVAL  
*Benjamin F. Baker* 12/9/88  
(Signature of Authorized Official) (Date)

PERIOD OF APPLICABILITY  
FROM: 10/1/88 TO: 9/30/91

DATE OF SUBMISSION  
11/21/88

☐ Original ☒ Revision ☐ Amendment

PART I - HOUSING ASSISTANCE NEEDS

TABLE I - HOUSING STOCK CONDITIONS

TENURE TYPE	STANDARD UNITS		SUBSTANDARD UNITS		SUBSTANDARD UNITS SUITABLE FOR RE-HAB		
	OCCUPIED UNITS	VACANT UNITS	OCCUPIED UNITS	VACANT UNITS	OCCUPIED UNITS		VACANT UNITS
					Total	Lower Income	
Owner	21,308	811	343	0	343	125	0
Renter	7,503	294	104	0	104	123	0

TABLE II - RENTAL SUBSIDY NEEDS OF LOWER INCOME HOUSEHOLDS

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
Very Low Income	262	1,004	100	1,366
Percent	17.4 %	72.7 %	10.6 %	100%
Other Lower Income	102	91	53	246
ETB	0	30	10	40
To be Displaced	0	0	0	0
Total	364	2,079	227	2,670
Percent	13.6 %	77.9 %	8.6 %	100%

PART II - THREE YEAR GOAL

TABLE I - UNITS TO BE ASSISTED

	REHABILITATION OF SUBSTANDARD UNITS	NEW CONSTRUCTION	CONVERSION TO STANDARD UNITS	HOME IMPROVEMENT
Owner	15	0	0	75
Renter	0	0	0	0

(UNITS EXPECTED TO ASSIST LOWER INCOME HOUSEHOLDS)

Owner	15	0	0	75
Renter	0	0	0	0

TABLE II - LOWER INCOME HOUSEHOLDS TO RECEIVE RENTAL SUBSIDIES

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
Households to be Assisted	33	185	21	240
Percent	13.8 %	77.5 %	8.7 %	100%

TABLE III - GOALS FOR HUD RESOURCES: SUBJECT TO LOCAL REVIEW AND COMMENT

	ELDERLY	SMALL FAMILY	LARGE FAMILY	TOTAL
Households to be Assisted	33	185	21	240

HOUSING TYPE PREFERENCE (Maximum Number of Units that will be Accepted)

NEW	REHAB	EXISTING
240	240	240

☐ Check this box if the applicant wishes to review State Housing Agency proposals within its jurisdiction.

PART III - GENERAL LOCATIONS

Attach map identifying the general locations of proposed assisted housing.

## NARRATIVE SECTION ON HOUSING ASSISTANCE NEEDS

Substandard: Any unit which does not meet or exceed the Section 8 Existing Housing Quality Standards or local building code, whichever is stricter, are considered to be substandard.

Suitable for rehabilitation: Any substandard unit which can be rehabilitated to a standard condition at a cost which does not exceed the cost of building a new structure.

Estimated 1½% of owner-occupied units and 2% of renter-occupied as determined by the City's Building Director, William Fowler.

Expected to reside (ETR) 94. Source of the number: SCAG and HUD Economist.

Condominium Conversions: The planning and engineering departments' requirements for condominium conversion make condominium conversion in the City of West Covina a very difficult and expensive process. We have never had a complete condominium conversion in the City to date.

Low and Moderate Income Household to be Displaced:

Due to private actions -0-.

Due to public actions -0-.

Per Engineering Department and Redevelopment Agency. Low and Moderate Income Minority Households.

Substandard Units:

	Total Minorities	Black	Hispanic	Asian	N/A
Owners	120	20	72	24	4
Renters	57	10	34	11	2

Low/Moderate Income Households Requiring Rental Subsidy:

	Elderly	Small Families	Large Families	Total
Total Minority HH	113	504	72	789
Hispanic	58	352	43	463
Black	19	103	12	134
Native American	3	18	2	23
Asian	23	121	14	158

Total Minority Households to be Displaced Over Next Three Years:

Elderly	Small	Large	Total
-0-	-0-	-0-	-0-

## Methodology:

A copy of the methodology used to derive the figures on the HAP is on file in the Human Resources Department files.

Standard units which will be demolished through Federal, State, or local actions.

Owner units: none:

Renter units: none.

Specific actions the City will take to minimize displacement of low income households:

The City will not undertake any CDBG activities which will result in the displacement of low income households.

The City will not widen streets and/or remove houses in low income areas unless affordable replacement housing is available.

Specific actions the City will take to minimize displacement of moderate income households.

The City will not undertake any CDBG activities which will result in the displacement of moderate income households.

The City will not widen streets and/or or remove houses in moderate income areas unless affordable replacement housing is available.

Specific actions the City will take to preserve or expand the availability of housing for low income persons:

The City will not use CDBG funds to demolish any housing units that are currently occupied by low income households.

The use of CDBG funds for land writedowns will be considered in subsequent CDBG program years. This, of course, is contingent upon Section 8 for new construction funds being available.

Specific actions the City will undertake to implement its three year goals:

1. The City will provide fast track processing for housing proposals which will provide affordable housing for low and moderate income households.
2. The City will continue to be a member of the Baldwin Park Housing Authority. The Housing Authority will apply for the Section 8 existing certificates and Section 8 vouchers, which may become available during the three-year period.
3. Zoning changes on a case-by-case basis to help implement the production of housing units for low and moderate income households will be considered.

Expected or planned impediments and planned remedies:

Problem: Lack of vacant land suitable for new construction.

Remedy: The City will consider the use of CDBG funds for land writedowns in CDBG program years. This, of course, is contingent upon Section 8 for new construction funds being available.

The City requires owners applying for rehabilitation/home improvement loans to show proof of income. The owner is required to submit a copy of their latest federal income tax return and copy of latest pay check stub. The incomes are checked against the latest HUD Section 8 income limits. Since our program is income specific, only low/moderate income households qualify for loans that meet the Section 8 income guidelines.

Rehabilitation. Majority benefit to low moderate income households.

Rental units. The City does not have a program for rental rehabilitation.

Part III. General locations.

The entire City is acceptable for:

New construction.

Substandard rehabilitation.

Our priority census tracts.

None.

Census tracts acceptable for new construction and substandard rehabilitation (citywide).

Part IV. Annual Goal Narrative.

Specific actions the community will take to minimize displacement of low income households:

The City will not widen any street during the first incremental year that will take any homes.

The City will not undertake any CDBG activities which will result in the displacement of low income households.

Specific actions the community will take to minimize displacement of moderate income households.

The City will not widen any street during the first incremental year that will involve the destruction or removal of houses.

The City will not undertake any CDBG activities which will result in the displacement of moderate income households.

3. The City will use CDBG funds for owner rehabilitation and home improvement.
4. The City has passed an enabling resolution that allows the City to participate in the tax exempt bond financing program that the Los Angeles County has.

Rehabilitation. Benefit to low and moderate income households assurance.

1. Owner occupied unit.

The City will require owners that are applying for rehabilitation or home improvement loans. Is required to submit a copy of federal income tax return for the past year, copy of his/her pay stub. The income will be checked against the latest HUD Section 8 income limits. Since our program is only for low and moderate income households, we make loans only to owners who meet the Section 8 income limits for the applicable household size.

The City requires owners applying for rehabilitation/home improvement loans to show proof of income. The owner is required to submit a copy of their latest federal income tax return and copy of latest paycheck stub. The incomes are checked against the latest HUD Section 8 income limits. Since our program is income specific, only low/moderate income households qualify for loans that meet the Section 8 income guidelines.

Rehabilitation. Majority benefit to low/moderate income households.

Rental units. The City does not have a program for rental rehabilitation.

Expected or planned impediments and planned remedies:

Problem: Lack of vacant land suitable for new construction.

Remedy: The City will consider the use of CDBG funds for land write-downs in subsequent CDBG program years. This, of course, is contingent upon Section 8 for new construction funds being available.

APPENDIX C  
SCAG Regional Housing Needs Assessment

MEMORANDUM

December 16, 1988

TO: Executive Committee

FROM: Community, Economic and Human Development Committee

SUBJECT: PROPOSED REVISIONS TO THE REGIONAL HOUSING NEEDS ASSESSMENT

---

At the RHNA Subcommittee meeting on November 3, 1988, the members reconsidered the length of time communities should have to address existing vacant unit need and reviewed proposed local revisions to the Regional Housing Needs Assessment (RHNA) by 18 jurisdictions. It recommended the following actions which were, in turn, recommended by the CEHD Committee at its November 17, 1988 meeting:

- c. Approval of a 10 year rather than a 5 year basis for achieving the ideal existing housing vacant unit need in cases where a community has less than the ideal number of vacant units. This will allow a 50% reduction in this component of housing need. The future vacant unit need associated with growth would not be affected.

The RHNA Subcommittee felt that asking communities to build additional units to house expected households with an ideal vacancy rate, while also requiring communities to go back to the existing housing stock and, in those cases where the vacancy rate is lower than the ideal, demand that that vacancy rate be corrected in five years, is burdensome. This is particularly true in the "built out" urban area where the housing market has been "tight" for 10 years or more and existing vacant unit need is, in a number of cases, higher than anticipated household growth. Also, in densely developed cities with a high proportion of multifamily units (predominately "affordable" housing), current policy forces them to become even more densely developed and "impacted" with low cost units if for no other reason than to meet ideal vacancy levels.

The change is intended to establish a more realistic timeframe for meeting the ideal vacancy goal for the existing housing stock and to equalize extra vacancy goals between single and multifamily type localities. It would be applied to all jurisdictions submitting a local revision request, while an advisory would be sent to all other communities recommending that they incorporate this change in their revised local housing needs assessment.

APPENDIX A - CITY PROFILESFEMALE HEADED HOUSEHOLDS

Of the 26,389 City households, 10% (2,664) were headed by females. Sixteen percent of these female-headed households (430) had incomes below the poverty level. Of the 894 households living at the poverty level or below, 48% were headed by women.

Female-headed, single-parent families are usually far more vulnerable to poverty and have a greater need for human services than traditional two-parent families.

SPECIAL NEEDS1. Child Care

If the female head of household in a single parent family has young children, she generally must either work at low-paying, part-time jobs so that she can be home to care for her children when they return from school, or she must leave them without supervision during after-school hours. Since these mothers usually depend on only one salary for their total income, they seldom have a high enough income to pay for a babysitter or to place their child in after-school care. Some may be fortunate to have relatives that can care for the children on their return from school. However, these situations seem to be the exception and not the rule. This lack of adequate after-school care creates the problem of latchkey children. Children left home alone after school are usually more vulnerable to psychological stress, accidents, and other mishaps. Statistics show that these children are also far more likely to become involved in petty crimes than children who are supervised after school.

2. Medical Care

Since the single-parent family generally depends on one income for all its needs, medical costs take a larger proportion of total income than is the case with the traditional two parent families. Families that have recently undergone the traumas of divorce, separation, or death of a parent may also need psychological help that they usually cannot afford.

1970 CONDITIONS VS 1980 CONDITIONS

	<u>TOTAL # OF FEMALE- HEADED HOUSEHOLDS</u>	<u>WITH INCOME BELOW POVERTY LEVEL</u>
1970	1,204	220
1980	2,664	430
CHANGE	+1,460	+210

ESTIMATION OF EXISTING AND PROJECTED CONDITIONS

The number of female-headed households more than doubled from 1970 to 1980. The number of female-headed households below the poverty level also doubled between 1970 and 1980. Given current trends, such as divorce rates and increasing unemployment, we can expect both the number of female-headed households and the number of female-headed households below the poverty

## THE ELDERLY

For the purposes of this section, "elderly" is defined as 65 years of age or over. The 1980 census indicates an elderly population of 4,421 persons, or 5.5% of the total City population of 80,291. 2,199 of the elderly were householders, representing 3.3% of 26,389 total householders. Approximately 6.5% of these elderly householders were living below the poverty level of approximately \$5,000 per year.

## SPECIAL NEEDS

### 1. HOME MAINTENANCE

Elderly householders and renters on reduced, fixed incomes experience a number of special problems. Due to the high cost of housing in West Covina, owners and renters devote a large proportion of their incomes to mortgage and rent payments. This leaves little money for home maintenance and repairs and leads to a deterioration of housing, which affects the entire community.

### 2. AFFORDABLE HOUSING

High rents and a scarcity of affordable housing have created hardships for elderly renters in West Covina. Rising rental costs have forced them to either leave the City, live in sub-standard housing, or to devote a disproportionate amount of their incomes to paying rent.

### 3. TRANSPORTATION

The elderly tend to be very dependent on public transportation. Public transportation should be routed to connect locations where elderly people go, such as medical offices and senior centers. Services for the disabled elderly, such as wheelchair lifts and door-to-door services should also be provided.

### 4. MEDICAL SERVICES

The elderly tend to experience an increased need for medical care at a time of life when their incomes have been drastically reduced. Cuts in health care subsidies have made this situation even more critical.

### 5. DISABLED/ELDERLY

Approximately 554 West Covina residents over 65 years of age have disabilities which limit their physical mobility. These disabilities create special service needs. Housing may have to be modified to eliminate barriers, and services such as home health care may be needed. The mobility disabled also should have access to wheelchair lift equipped transportation. They may also need more medical attention than the non-disabled elderly. These services are costly and many of the disabled elderly cannot afford to pay for them. In addition, the disabled elderly run a greater risk of becoming "shut-ins," isolated from the community. In order to avoid this, activities that would help the disabled to have a social life

## **HUMAN RESOURCES APPENDIX**

## FEMALE HEADED HOUSEHOLDS

Of the 26,389 City households, 10% (2,664) were headed by females. Sixteen percent of these female-headed households (430) had incomes below the poverty level. Of the 894 households living at the poverty level or below, 48% were headed by women.

Female-headed, single-parent families are usually far more vulnerable to poverty and have a greater need for human services than traditional two-parent families.

### SPECIAL NEEDS

#### 1. Child Care

If the female head of household in a single parent family has young children, she generally must either work at low-paying, part-time jobs so that she can be home to care for her children when they return from school, or she must leave them without supervision during after-school hours. Since these mothers usually depend on only one salary for their total income, they seldom have a high enough income to pay for a babysitter or to place their child in after-school care. Some may be fortunate to have relatives that can care for the children on their return from school. However, these situations seem to be the exception and not the rule. This lack of adequate after-school care creates the problem of latchkey children. Children left home alone after school are usually more vulnerable to psychological stress, accidents, and other mishaps. Statistics show that these children are also far more likely to become involved in petty crimes than children who are supervised after school.

#### 2. Medical Care

Since the single-parent family generally depends on one income for all its needs, medical costs take a larger proportion of total income than is the case with the traditional two parent families. Families that have recently undergone the traumas of divorce, separation, or death of a parent may also need psychological help that they usually cannot afford.

### 1970 CONDITIONS VS 1980 CONDITIONS

	<u>TOTAL # OF FEMALE- HEADED HOUSEHOLDS</u>	<u>WITH INCOME BELOW POVERTY LEVEL</u>
1970	1,204	220
1980	2,664	430
CHANGE	+1,460	+210

### ESTIMATION OF EXISTING AND PROJECTED CONDITIONS

The number of female-headed households more than doubled from 1970 to 1980. The number of female-headed households below the poverty level also doubled between 1970 and 1980. Given current trends, such as divorce rates and increasing unemployment, we can expect both the number of female-headed households and the number of female-headed households below the poverty line to increase in the future and the need for services to female-headed

EXISTING COMMUNITY RESOURCES

	<u>AGENCY</u>	<u>ADDRESS</u>	<u>PHONE</u>	<u>SERVICE</u>	<u>ELIGIBLE</u>
I. Child Care					
o	City of West Covina	Human Resources 1444 W. Garvey Ave. West Covina, CA 91790	818/962-8631 Ext. 440	Subsidy for before and after school care.	Low in West reside "Later Child.
o	Pomona Child Care Information Service	153 E. Pasadena St. Pomona, CA	818/334-7460	Information and referral	N/A
II. <u>Family Counseling</u>					
o	Citrus Counseling	4960 Grand Avenue Covina, CA 91724	818/967-7585	Counseling	None
o	Covina Psychological Services	246 W. College # 206, Covina CA 91723	818/332-2912	Counseling	None
o	Edgewood Counseling Center	527 E. Rowland Suite E Covina, CA 91723	818/966-1755	Counseling	None
o	Family Counseling Services	260 S. Glendora Suite 103 West Covina, CA 91790	818/919-1184	Counseling	None
o	Mid Valley Mental Health Council	14261 Morgan Ave. Room 208 Baldwin Park, CA 91706	818/962-6193	Counseling	None
III. <u>Family Health</u>					
o	Community Health Projects, Inc.	336½ S. Glendora West Covina, CA 91790	818/919-1879	Health services	Low
o	East Valley Community Health Center, Inc.	420 S. Glendora Ave. West Covina, CA 91790	818-919-3402	Health services	None

## THE ELDERLY

For the purposes of this section, "elderly" is defined as 65 years of age or over. The 1980 census indicates an elderly population of 4,421 persons, or 5.5% of the total City population of 80,291. 2,199 of the elderly were householders, representing 8.3% of 26,389 total householders. Approximately 6.5% of these elderly householders were living below the poverty level of approximately \$5,000 per year.

## SPECIAL NEEDS

### 1. HOME MAINTENANCE

Elderly householders and renters on reduced, fixed incomes experience a number of special problems. Due to the high cost of housing in West Covina, owners and renters devote a large proportion of their incomes to mortgage and rent payments. This leaves little money for home maintenance and repairs and leads to a deterioration of housing which affects the entire community.

### 2. AFFORDABLE HOUSING

High rents and a scarcity of affordable housing have created hardships for elderly renters in West Covina. Rising rental costs have forced them to either leave the City, live in sub-standard housing, or to devote a disproportionate amount of their incomes to paying rent.

### 3. TRANSPORTATION

The elderly tend to be very dependent on public transportation. Public transportation should be routed to connect locations where elderly people go, such as medical offices and senior centers. Services for the disabled elderly, such as wheelchair lifts and door-to-door services should also be provided.

### 4. MEDICAL SERVICES

The elderly tend to experience an increased need for medical care at a time of life when their incomes have been drastically reduced. Cuts in health care subsidies have made this situation even more critical.

### 5. DISABLED/ELDERLY

Approximately 554 West Covina residents over 65 years of age have disabilities which limit their physical mobility. These disabilities create special service needs. Housing may have to be modified to eliminate barriers, and services such as home health care may be needed. The mobility disabled also should have access to wheel chair lift equipped transportation. They may also need more medical attention than the non-disabled elderly. These services are costly and many of the disabled elderly cannot afford to pay for them. In addition, the disabled elderly run a greater risk of becoming "shut-ins," isolated from the community. In order to avoid this, activities that would help the disabled to have a social life

and that would help them to become active participants in community affairs should be offered.

## 6. ACTIVITIES

Retirement puts an end to the routines of a lifetime. The elderly often have a difficult time adjusting to life without regular work. They often suffer boredom, loneliness, and frustration as a result. Services such as counseling and special classes and activities can help make the transition from employment to retirement less painful. Such programs can help the newly-retired to discover new interests and talents.

### 1970 CONDITIONS VS. 1980 CONDITIONS

	<u>POPULATION 65 YEARS OF AGE AND OLDER</u>	<u>POPULATION 60-64 YEARS</u>
1970	2,574	1,511
1980	4,421	2,804
CHANGE	+ 1,847	+ 1,293

### ESTIMATION OF EXISTING AND PROJECTED CONDITIONS

The elderly population nearly doubled from 1970-1980. The population of near-elderly (aged 60-64) also nearly doubled during this period. Thus, it appears likely that the elderly population will continue to increase rapidly in the near future. Due to cuts in state and federal aid to the elderly and a very tight housing market, we can expect the service demands of this group to continue to increase.

### EXISTING COMMUNITY RESOURCES

o West Covina Senior Center	2501 E. Cortez West Covina, CA 91791	818/331-5367	Services and activities for elderly	50 years of age or older
o City of West Covina	Human Resources 1444 W. Garvey Ave. West Covina, CA 91790	818/962-8631 Ext. 440	Home Improvement Loans	Low income, West Covina resident
o Baldwin Park Housing Authority	14403 Pacific Ave. Baldwin Park, CA 91706	818/960-4011 Ext. 214	Provides information on Section 8 housing	Low income (Section 8 guidelines)
o East San Gabriel Valley Consortium	1325 W. Garvey N. West Covina, CA 91790	818/960-3964	Transportation Dial-A-Ride	Elderly or handicapped living in West Covina
o Community Health Projects	336½ S. Glendora West Covina, CA	818/919-1879	Comprehensive health	Low income



U.C. BERKELEY LIBRARIES



C124916827

